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ABSTRACT

This report describes the pattern of policy content in the curriculum of Canadian schools of social work and assesses career opportunities for graduates. Seven sections comprise the document. Section I describes the study. Section II defines social policy as a process and as a framework for action and cites tasks of social work education including imparting knowledge and skill in practice in social policy. Section III discusses role theory as an approach to curriculum. Charts relate the role of the social worker (as counselor, community organizer, administrator, social developer, or policy analyst) to institutional context, tasks, knowledge, analytic and interventive skills, and curriculum content. In section IV, appropriate policy related courses and requirements of undergraduate and graduate students are described and current patterns of policy teaching are examined. Section V describes current course content from selected Canadian schools. Section VI provides three models for social policy curriculum: policy education as an adjunct to clinical education; clinical education as an adjunct to policy education; and reciprocating streams, a common core of clinical and policy content. The final section examines career outlooks for graduates of social policy programs. Conclusions are that a limited knowledge of policy and administration is essential for most government positions, that presently social workers are not perceived as having the right mix of qualifications for administrative and policy positions, and that social workers have a somewhat negative image in some ministries. (KC)

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SOCIAL POLICY TEACHING PROJECT

Task Force Report
January, 1977

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Social Policy Teaching Project

Foreword

In May 1973 at the Kingston Conference of the Canadian Association of Schools of Social Work, a Workshop was devoted to discussion of the concept of social policy, and its place in social work curricula. Subsequently, CASSW received a study grant from the Welfare Grants Division, National Health and Welfare, to examine:

1) the objectives and scope of social policy in social work education

2) the content of social policy components of curricula

3) occupational opportunities for graduates, relative to their use of social policy

A project team was set up in 1974 and was funded early in 1975. Membership on the team rotated, and included, at different times, Professors Donald Bellamy (Toronto), André Billette (Montréal), Joan Cummings (Dalhousie), Glenn Drover (McGill), André Egli (Sherbrooke), Arnold Katz (Calgary), Jacques Larin (Montréal), Chris McNiven (UBC), Brian Segal (Carleton), Paul Valois (Montréal), Brian Wharf (McMaster/Victoria), David Woodsworth (McGill).

A preliminary statement was formulated for discussion at the CASSW meeting in Edmonton, 1975, using a matrix composed of roles requiring knowledge and skill in social policy on one dimension, and setting out the knowledge and skill factors on the other. Following that meeting, a detailed outline was prepared, suggesting content in areas of knowledge, analytic skill, and interventive skill. This outline was distributed to all schools of social work in Canada, and team members visited schools for discussion of the "fit" between the outline and their curricula. At the same time, a schedule was prepared for collection of information on occupations in social policy, and the job classifications of three government systems, Federal, Quebec and British Columbia, were examined.

Despite the fact that the team met frequently during 1975-76, considerable work remained to be done when the study grant terminated on March 31, 1976. At the CASSW meeting in Laval in 1976, an interim report was presented for discussion. As a result, the team decided that if it was to be of help to schools in the development of curricula, it should attempt some specification of curriculum under different models, varying the mix of macro- and micro-social practice as professional goals. This report represents the result of this final work as well as presenting the information assembled earlier.

We acknowledge the assistance of Welfare Grants Division, Health and Welfare Canada, through Project Grant No. 2563-4-12.

Section 1

Introduction

The Social Policy Teaching Project developed as a result of concern on the part of many Canadian social work educators about the role of the profession in Canadian society. Briefly put, this is a familiar concern to "put the social back into social work". The process by which North American social work became preoccupied with intrapersonal and interpersonal problems, and therefore by which schools of social work focused on what are now known as clinical or micro system skills, need not be described here. Many practitioners and educators became aware of a need to restore a sense of professional responsibility for the social context of individual trouble. This project is intended to contribute to meeting that need.

A series of questions must be addressed in such a project. What is social policy? How, if at all, can it be distinguished from public policy in various realms? How are these realms to be distinguished from each other; how does social work relate, for example, to economic policy or public administration? How will social work education accommodate social policy content? How will the profession of social work be affected by such an adjustment? What are the consequences for the profession of not making such an adjustment? How much change is needed? Are social workers now employed in positions that control the definition and practice of social work?

An attempt is made to give at least partial answers to these questions, by setting out some facts about present curricula and employment and by presenting alternative patterns of education for various professional roles.

The following sections of this report deal in turn with a) the nature of social policy and its relation to social work b) the policy content of social work education c) a summary of the present policy content in the curricula of Canadian schools of social work d) curriculum proposals, and 3) the career opportunities for social policy practitioners.

The team has chosen not to be highly prescriptive, because even if prescriptions were made, it is improbable that they would be applicable without wide variations. Instead, three models of curriculum are offered that imply different futures for the profession. One is to continue the existing emphasis on knowledge and skill refined for practice with individuals or small groups of people (a "micro" focus), taking this as defining the profession of social work, so that "policy" becomes ancillary knowledge. A second is to offer two quite distinct professional streams, preparing practitioners for work on large-scale issues (macro-level) whose education and employment have little in common with those working at the micro-level. The third is a "reciprocal" model emphasizing the interdependence of knowledge and skill with persons and with social institutions (and redressing the balance of education accordingly). This model suggests that the micro and macro concepts represent ranges rather than polar positions, and there-

fore that there is a wide variety of combinations of knowledge and skill that can be brought together in preparation for various roles.

Two or three points must be clarified. First, one of the assignments to the project team was to report on the employment of "policy" graduates. This is done; but it is to be noted that the team's general enquiry and recommendations about curriculum were not guided by a desire to fit graduates for the existing market. On the contrary the aim was to explore the possible meaning and uses of social policy education. Whether this in fact leads to the creation of new job descriptions, fits existing ones, or does neither, is not the team's main preoccupation. It will be seen that our approach makes use of the concept of roles, and it is very tempting to equate roles and jobs. But they are not the same. The roles are employed as an aid to analysis and development of curriculum.

Second, it is emphasized that this report is concerned with social policy curriculum, not with all social work curricula. The development of competences desired for the roles set out suggests that there is a progression in scope and quality from the counsellor role at one end, to the policy analyst at the other. This has given rise to some impression that we are assigning an élite or imperialist position to policy or macro practice vis à vis micro practice. This relationship would, however be reversed in a document dealing with interpersonal practice, as will be recognized from the curriculum models discussed in Section 3.

Third, there has been continuing concern among project team members, and questions from others, that the analysis and curriculum models reflected a politically conservative bias. The language of the Guide discussed with the schools (Appendix A) is neutral, as is that of some of the course titles given as examples. But since social work education in Canada has been heavily influenced by social science theory developed in the United States, there is a tendency to understand neutral language within the neo-classical economic position or the functionalist sociological position that are dominant in the U.S. To widen the range of meaning of "policy", an effort has been made to state other theoretical possibilities and to use other language. The importance of recognizing the range is indicated by the differences found among schools in their statements of curriculum.

Recommendations

This report gives some indication of the present pattern of policy content in Canadian schools of social work and of jobs available for graduates. On the basis of our findings, the following recommendations are made:

1. Schools of social work that wish to concentrate in role options other than counsellor or community organizer should be encouraged to do so. The study indicates that these latter two roles are well developed in Canadian schools while the roles of administrator, social developer, and policy analyst are inadequately addressed.

2. Different ideological approaches to welfare and policy studies should be encouraged in Canada. Fabian and Marxist traditions in

particular are not well anchored in this country. They should be encouraged and supported as a way of creating a climate of academic debate in welfare circles. Unless these approaches to policy studies are fostered, Canadian progress will continue to be dominated by functional approaches to policy.

3. Schools of social work should endeavour to employ faculty with backgrounds in politics and economics, particularly if they intend to promote studies in administration, social development, and policy analysis. More attention also needs to be given to the development of research skills in these areas of study.

4. If studies in administration, social development, and social policy analysis are promoted at the graduate level of study, the B.S.W. should not be the only route of admission to these programmes. Frequently students with an undergraduate degree in social work will have less background study in political and economic studies than students from other disciplines.

5. If studies in administration, social development and policy analysis are initiated at an undergraduate level, courses in economics, political science, and quantitative analysis will need to be incorporated into the curriculum of schools.

6. The policy analyst role has been inadequately considered in schools of social work. If schools propose to encourage competence in this area, a major change in curriculum, along the lines of model 2 in the study, will have to be encouraged.

7. The Canadian Association of Schools of Social Work should attempt to encourage ideological, role, and curriculum diversity in schools of social work so that students have a range of choices.

Section 2

The Scope of Social Policy

Freeman and Sherwood have pointed out[1] that the term social policy is used, in the main, in four different ways: as a philosophical concept, as product, as process, and as a framework for action.

Possibly the most common usage of the term is with reference to product or outcome in the public arena. That is, a social policy is often viewed as government action legitimated by public declaration of a course of action, or piece of legislation. By itself this is a limiting perspective, however, because it omits the process or dynamics of development, which occupy the social policy practitioner and educator equally as much as does the final product. For this reason, social policy as process and as a framework for action are the preferred concepts in this curriculum project although even this does not go far enough because it does not yet specify the nature or content of the action.

For the purposes of this statement on social policy, action refers to the distribution and redistribution of goods, services, rights, statutes and obligations.[2] Distribution of resources and social rights occurs within and is shaped by values that characterize each society. The value context to which democratic societies subscribe in their social policies incorporates principally the concepts of social justice and the egalitarian ideal. The achievement of social justice and equalization in a society, to the extent that these ideas are mutually compatible, is taken as a measure of the success of social policies. Under ideal circumstances, it is believed, each person has the right to full and equal dignity, happiness, and citizenship (including obligations alongside the rights of citizenship), and a fair share of the goods and services produced by the society. These values motivate the search for solutions to problems which people experience in their relationships with others in their life space, and, if not for actual improvements in the quality of life, for improved opportunities to pursue and gratify higher needs. The essence of developing social policy consists of harnessing these motivating forces in the pursuit of the ideal state, while at the same time attempting to reconcile contradictions with reality at every step of the way.

The system of rewards, entitlements and constraints has important effects on the quality of life attainable by people, or denied to them. While the egalitarian ideal pertains in social-political terms, yet in practice power is concentrated in the hands of the few. Individuals and groups are differentiated by occupation, income level, language, culture, skin colour, sex, age and handicap, to mention only the more salient characteristics. Practitioners in all fields of social policy encounter, expose, and attempt to eliminate such ambiguities daily.

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1. Howard E. Freeman and Clarence C. Sherwood. Social Research and Social Policy. Englewood Cliffs, Prentice-Hall, 1970.

2. For a full discussion of these concepts, see David Gil, Unravelling Social Policy. Cambridge, Schenkman, 1973.

The social work practitioner selects social policy options that are the most congenial to his or her ideological commitments, tempered by a judgement of what is appropriate in the total context of action. In the final analysis, the value position of social work is the obligation of its practitioners to select and promote desirable forms of societal distribution and redistribution mechanisms guided by the consequences of chosen policies for the people affected by them.

What is the relationship between social policy and social work, and what is the distinctive concern of social work in policy? As far as the first part of the question in concerned, the relationship can be regarded as a reciprocal one. From one standpoint, social policy is fundamentally concerned with the human environment and man's interrelationships within the environment. If these concerns do not fully justify the existence of social work as a profession, they feed into it and give it a solid foundation. Moving in the other direction, social work's traditional concern and skill in the areas of human interaction make a major contribution to those aspects of social policy that relate to social welfare and social services; and even more pervasive contribution comes about because of the commitments that social work makes to the values underlying human welfare in society.

As for the second part of the question, social work's distinctive concerns are the processes of interaction of individuals and collectivities with the social resource systems they need to realize their aspirations. The interaction process can be conceived as occuring at three levels: the first, between people and resource systems, occurs in the interest of enhanced social functioning of individuals and groups. At this level, social work practice facilitates and improves the interaction process, identifies the unmet needs of people and contributes to developing systems to help people realize their needs. Social work practitioners participate in activities which require direct contact with people as givers and receivers of resources. The second level of interaction takes place within and between resource systems and is concerned with improving the efficiency and effectiveness of organizational arrangements. At this level, the social work practitioner is sensitive to organizational issues in human interaction; the object of his activity is to develop and coordinate service policies and programmes. The third level concentrates on the interface between resource systems and the larger environment with regard to broad social policies which govern the optimum functioning of the society. At this level, practitioners engage in social policy analysis and the development of broad goals which impinge on both resource systems and people as they interact with those systems.

At all three levels, Canadian social work has much in common with colleagues everywhere. Some issues experienced in Canada merit special references not because they are so unusual but because they must be answered in the light of Canadian conditions. One of these is the enormous expansion of social benefits and social services, that has led to governmental assumption of responsibility for their provision, and therefore to their bureaucratization. Another is the problem of the physical size of Canada and the heterogeneity of its population and politics, expressed most sharply in the difference of Quebec, which have led to intergovernmental disputes over jurisdiction and a disruption

of policy making. Social work practitioners are equipped with a range of knowledge which enables them to understand the nature of these problems and the adaptive responses which society has made but are too often poorly equipped in the skills of social analysis and social change. One of the main tasks of social work education is to impart to future practitioners both knowledge and skill in practice in social policy. This makes mandatory the teaching of both knowledge and skill, including skill in assessment as a basis of identifying the nature of social work intervention most appropriate to the task (and skill in effecting changes) whether as in the past, the task is seen as the personal adjustment of people affected, or as structural change.

To this point we have spoken of values, knowledge, and skill as if these factors form a common body shared by social work, that may (as Harriet Bartlett has suggested) distinguish it, along with factors of purpose and sanction, from other professions. But it may be that there is an appearance of consensus simply because issues of value, purpose, and sanction have not been pushed far enough. There are conservative, liberal, and radical ideologies that imply different purposes, different structures, and different methods, and therefore different education. Knowledge and skill are selected according to ideology.

Later in this paper the conservative, liberal, and radical positions are expanded into form, under the names neo-classical-economic, functional, Fabian, and Marxist. We do not urge one over another, but we do stress the importance of conscious choice, since social work has for too long worked within an implicit ideology -- an unconscious choice -- of liberalism, and so has failed to clarify the advantages, or the costs, of that choice. Each of these ideologies can apply at any of the three levels just discussed. Together they form a matrix within which policy curriculum can be developed by each school. Most of this report is taken up with an attempt to fill in the components of this matrix.

Section 3

Curriculum: A Theory and Framework

Recognizing that social policy, like social work in general, is practised in institutional settings, it was decided that the approach to curriculum construction should begin with institutions. Following from that, there must be determination of the tasks to be performed and of the knowledge and skills requisite to the task. A conceptual framework was sought that would facilitate setting out these components, and for heuristic purposes, it was decided to use role theory as that framework.

1. Theory

Role theory was chosen because it was thought to be a useful way of linking the functioning and changes of the existing social order with the individuals who make it up, particularly those individuals who perform social policy roles. In tackling the problem in this fashion, the committee was aware that at least two other ways of examining social policy and social work curriculum could have been used: a functional approach and a systems approach. Both were rejected for similar reasons.

The Council on Social Work Education, New York, has used functional and systems analysis as a way of studying and organizing curriculum. One study published in 1973, for example, employed Parsons' functional imperatives (adaptation, integration, goal attainment, pattern maintenence) as a way of relating social work method at the macro level with social problems.[3] In this way, it was shown that the integrative function of social work in relation to larger social systems could be associated with treatment of mental illness or corrections and jobs with programme directors in a detoxification centre or criminal justice planning specialists. Also, adaptive functions were related to income maintenance or housing and jobs to welfare directors or legislative assistants. In a similar fashion, Gordon Hearn and others have demonstrated that systems theory can be used to examine curriculum and social work practice by organizing material around concepts such as input/output, feedback, conversion, differentiation and convergence.[4] As the committee understands these approaches, however, they have three basic limitations to the sort of study being undertaken. First, both functional and systems theories presuppose definable entities but one of the difficulties with social policy studies is the lack of any coherent system. At best, such a field of endeavour incorporates several systems or subsystems thus necessarily complicating our efforts. Secondly, and perhaps more fundamentally, both types of analysis, while dynamic in allowing for study over time, are static in the sense that they focus on equilibrating forces resulting from change rather than forces that generate change in society Thirdly, both models, when employed, tend to concentrate on traditional

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3. Sarri, Rosemary, Effective Social Work Intervention in Administrative and Planning Roles: Implications for Education, in Facing the Challenge, Council on Social Work Education, New York, 1973.

4. Hearn, Cordon, ed. The General Systems Approach: Contributions Toward an Holistic Conception of Social Work. New York, CSWE, 1969.

social welfare services or social work practice.[5]

Social policy does not fit into such a mould. It has to be considered in a way that cuts across established disciplines while at the same time being rooted in particular professions. It also has to be examined in a way that integrates it with a given social order but at the same time does not bind it. Role theory meets these criteria as it is less restrictive than functional or systems analysis while allowing us to look at social policy curriculum in a coherent fashion. Essentially role theory is used to represent the behaviour expected of the occupant of a given position in relation to a given organizational and societal context. Thus, for example, at the level of expected behaviour, curriculum may be seen, from the perspective of role theory, as providing actors with a definable body of knowledge, a range of skills, and a value orientation. It is the combination of all of these which leads to circumsbribed expectations and enactments of professional roles, rather than any one in isolation. Thus an economist and a social administrator may have many of the same technical skills but perform different roles because of a different knowledge base or value orientation. Similarly, a political scientist and a community organizer might share a similar body of knowledge but perform different roles because of different skills and values.

Furthermore, in the same way that expected behaviour is, in part, understood by these variables, roles are reinforced by organizational and societal settings in which they are realized. In fact, adjustment to roles and role effectiveness can probably be clarified only to the extent that interaction in these settings provides the clues to the type of performance expected. More specifically this means that organizational settings provide both the direction and constraint to role differentiation and allocation as well as some appreciation of the status associated with given roles. And societal settings help to explain the extent to which roles are anchored in dominant cultural values as well as the economic values attached to them. These general comments will become clearer as we look at specific roles associated with the broad field of social policy.

2. Ideology

A recurrent theme raised by both team members and external commentators has had to do with a possible conservative bias in the proposed role and curriculum descriptions set out below. These descriptions have been intended to be neutral in their political language. It may be argued that unless radical content is made explicit, the tendency of those constructing curricula will be to use existing concepts and models in social work education that originate most often in the dominant American ideology. As recognized above, that ideology is often based on structural-functional or systems theory, which have been given conservative interpretation in social work literature. A radical language would probably be identifiably marxist, drawing attention to

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5. An examination of social problems may also be regarded as a necessary first step in considering social policy teaching. The committee also rejected this approach as it tends to tie analysis to existing systems. This, in turn, leads to functional restrictions which the committee wished to avoid.

issues of class and power imbalances.

The team acknowledges the issue, which is after all of central importance in policy planning. This section intends to invite educators to explore alternative ideological positions, and to relate them to the roles through the levels of systems in which professionals are working.

Summarizing what was said in the first section of this report, social policy is defined here as that aspect of government or organization policy that is concerned with the distribution of goods, services, statuses and rights, guided by principles of equality and justice. Economic policy, by comparison, is guided by principles of efficiency and (in western democracies) by the values of the competitive market, while foreign policy is guided by principles of territorial integrity and national interest. Social policy is therefore not limited to welfare policy, nor so wide as public policy. Nonetheless, social policy is influenced by the theoretical paradigms of the economic and national jurisdictions responsible for the development and implementation of policy, and educational frameworks must at least include recognition of those paradigms even if they are not limited to them.

A framework for considering education in social policy is sketched in here. It will not be followed closely in the subsequent discussion of curriculum, in part because the framework itself is only one out of many ways of expressing similar notions, and in part because it is not intended as a mechanical form. Two main dimensions are suggested: one, the level of thought and action; second, the ideology or thought system shaping action. The level may be thought of as divided (arbitrarily) into three: micro, meso and macro. Each of these may be thought of as referring either to instrumental or end systems, or in the language of Pincus and Minahan[6] to targets or client systems. In their terms, for example, the improvement of a micro system like the family (as an end) may be pursued by change in a meso system like the social agency (as a means). Microsystems are taken to refer to individuals, families and small groups or associations; mesosystems refer to larger formal organizations or communities and microsystems refer to regional, national or international economic, political or cultural systems.

Perceptions of appropriate means and goals vary with the second dimension suggested for our framework: that of ideology. At least four important ideologies can be identified as affecting social work and social policy in western countries: (1) neoclassical economics or, as Pinker calls it[7], the residualist theory of welfare that puts reliance on the motivational assumptions of the market rather than on

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6. Allen Pincus and Anne Minahan, Social Work Practice: Model and Method Itasca, Peacock, 1973.

7. Robert Pinker, Social Theory and Social Policy, London, Heinemann, 1971.

state policy allowing minimal state intervention; (2) the functionalist position, sees policy as a reflection of institutional imperatives more than as purposeful behaviour. This position supports a pluralist view of power and of opportunity, and reduces the force of a consistent state policy. (3) The Fabian view of welfare, corresponding closely to Pinker's term "institutional" welfare[8] which sees need as institutionally created and corrected and therefore requires positive state intervention in the direction of equalization. (4) the Marxist interpretation based on concepts of class conflict, and welfare as an expression of power.

Any of these ideologies may be applied to the development of knowledge and skill at any of the three levels. Each carries implications that will affect the designation of client, target or goal and means. The two dimensions may therefore be presented as a matrix.

Curriculum may be developed within each cell, according to the roles for which the student is preparing and according to the ideological preferences of the student and teacher. It is to be hoped that curriculum would be found in all cells somewhere in Canada, though would not be found all in one school.

To illustrate the differences among ideologies, it may be helpful to apply their language at the three levels noted above. The neoclassical school would be concerned at the microlevel with the maintenance at or rehabilitation to levels of self-support, of individuals and families. Issues would be located in such areas as the effect of levels of benefits or services on personal employment and consumption choices. At the mesolevel would be questions of the optimum (most efficient) organization of services relative to centralization or decentralization of financing and control. Measures of organizational efficiency and effectiveness take precedence over questions of equalization of outcome. At the macrolevel there would be interest in such questions as the rates of welfare use relative to rates of economic growth and employment. Policy measures may be understood historically as expressive of economic and political change related to concepts of personal maximization.

The functional ideology raises questions at the microlevel about the interdependence or intergration offamily or group members expressed by their mutual role assignments, and of the functions of the individual, family or group in relation to the goals of larger systems of which the members form parts. Interactions and feelings are seen as responses to changing behaviours in larger systems. At the mesolevel, organizations are understood as open systems responding to both internal and external economic, political, or other interest groups, competing for dominance. Power varies with the importance of the function in society fulfilled by the incumbents of roles. Similarly at the macrolevel, there is an ebb and flow of power as sub-group interests dominate. Policy curriculum calls for close watch on such phenomena, to establish widely variable causal explanations, but without setting long-term policy goals.

The Fabian ideology tends to accept the elements of neoclassical

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8. Ibid.

theory but not the goals or dynamics. Fabians will, at the microlevel, recognize the effects of trauma in deprivation as deleterious to personal or family life, not as stimuli to improvement. They will look for compensatory public programmes that will support the poor or inadequate by positive discrimination. They will be wary of the negative effects of professionalism on low-status clients. At the mesolevel, they will consider client representation on Boards or on regional councils and will analyze the negative effects of formal organizations on consumer interests. At the macrolevel, Fabians reveal progressive imbalances of wealth and power in the distributional policies of governments and search for ways of modifying institutions within the existing framework of government.

The Marxist interest at the microlevel is in the creation, by society, of oppressed roles for subgroups such as labourers, women, or ethnic minorities and sees their behaviour as resulting from their alienation from society because of economic and political exploitation. Action will be directed towards organizing these groups. At the mesolevel, Marxists will understand service organizations and the professions in them as instruments of the machinery of the state, that is, as agents of social control. They will be concerned with conflict of interest and the development of counter-groups at the community level. At the macrolevel, Marxists will see state policy as serving the interests of capital accumulation; in the capitalist world policy will be directed to maintenance of political and economic power in the hands of the elite. Marxist policy will be directed to fundamental change in economic and political institutions.

3. Framework

A systematic development of policy curriculum for all levels of social work education requires an overall framework or plan. The policy task force, concerned that its report accurately reflect practice considerations as well as educational goals, has thus developed a framework in which education and practice interface. A review of Figure I reveals that the framework includes five worker roles, the institutional context in which these roles are likely to be performed and the tasks associated with the roles. On the educational side, the framework includes the knowledge base, analytic and interventive skills required for adequate role performance and the content of curriculum.

The framework assumes that policy curriculum content and structure must be designed for all social work roles since each role incorporates a policy function. As well, it assumes that in order to formulate the knowledge, analytic and interventive skills which make up curriculum content, there must be an understanding of the institutional context in which the various roles occur and of the nature of the policy-oriented tasks associated with the institutional context. The framework thus begins with role analysis and ends with curriculum content. It cross-tabulates roles with institutional context, tasks, knowledge, analytic and interventive skills and content.

FIGURE I

POLICY CONTEXT AND CONTENT

ROLES	INSTITUTIONAL CONTEXTS	TASKS	KNOWLEDGE	ANALYTIC SKILLS	INTERVENTIVE SKILLS
Counsellor	Direct Service Agency -line responsibility -limited policy responsibility -formal organization	Effectuation of policy to client Feedback from client to counsellor to organization Enabling client to feedback to organization	Substantive policy area + Social welfare studies + Application to counselling	Identification and evaluation of policy in a given service area. Capacity of determining outcome. Historical perspective	Ability to modify relationship skills to influence policy/ ability to modify agency administrative practice
Community Organizer	Constituency Accountability Organization -constituency responsibility -functionally diverse policy responsibility -formal or informal organization	Mobilizing constituency to develop own policy Effectuation of constituency policy (internal & external) Identification and processing of policy emanating from external sources	Two or more substantive areas + social welfare studies + politics	Identification and evaluation of effects of policy on community systems and their interrelationships	Ability to generate forces within community to develop, modify or implement policy
Administrator	Formal Organization -staff or line responsibility -major policy implementation responsibility	Operationalization of policy in organization Feedback from organization to policy making structures. Participation in policy making	As above + Organization studies	Identification and evaluation of effects of policy on organization systems and their relationships	Ability to generate forces within organizations and their environment to develop, modify or implement policy
Social Developer	Political "Authority" -staff responsibility -broad policy responsibility -formal organization	Clarification and coordination of existing policy Initiation and development of new policy Enabling "political" bodies to affect policy	As above + Economics + Service Delivery	Identification and evaluation of effects of policy on inter-community systems and inter-institutional problems	Ability to generate forces within regions and constituent community systems to develop, modify or implement policy
Policy Analyst	Private or Public Body -staff responsibilities	Organization & evaluation of policy information	As above + Uses of Research	Identification & evaluation of effects of policy on societal systems	Ability to generate forces within larger social systems to develop, modify or implement policy

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The objective of the framework is initially to outline in an overview fashion, the information in each cell. The second stage of the development of the framework requires more detailed description of the required curriculum content.

Roles

The framework is based on five roles that combine two principles: one, the relative centrality of the concerns of individual persons as the focus of activity, and two, the type of activity selected as a result. To some extent, the first principle is associated with the size of population involved, because, as populations increase, so the problems are generalized or abstracted; but there is not an absolute correspondence since theory and policy are developed with respect to individuals at least as much as to large collectivities.

Of the five roles, the first two are the familiar but not exclusive terrain of social workers: the roles of counsellor and community organizer. "Community" here refers to local populations, whether or not organized as geopolitical entities. For our purposes, group work is subsumed in these two roles, though it is understood as a method directed to the solution of more than individual or local problems. The third role, administration, is by no means of special interest to social work although social work almost invariably is performed in bureaucratic settings; administration is the shared domain of all who must manage numbers of people. The fourth role of social developer refers to active engagement in solving problems of large regions, as distinct from localities. At this level, one can engage economic and political problems not accessible to local organizers. The fifth role, of policy analyst, implies advisory, rather than administrative responsibility, and again the problems are at the level of large populations or nations, that is, at the level where social policy is defined.

The role of researcher was suggested by several people but since the skills and objectives of research are included in the description of each of the other roles, it was thought that this is not a separate role by the criteria set out above. It must be made very clear that these roles are not "jobs". They may, and often do, correspond to jobs, but jobs also combine the competences and activities or more than one role. For example, social work supervisors are at different times engaged in counselling, community work, or administration. Educators, another suggested role, are not in our view engaged in social work at all (unless they also carry one of the other roles) but in teaching. It is no doubt possible to argue for splitting or adding to the roles, or even for combining them but it seems to us that the five roles proposed are distinguishable and comprehensive.

Institutional Context

The institutional context refers to the type of structure and the level within that structure likely to incorporate the roles. The context is concerned with the policy responsibilities which each role

would likely be required to perform within the particular organizational type and level in which it exists. As one moves from counsellor through policy analyst roles, the institutional context is likely to change (with the exception of the administrator) and encompasses a wider range of issues. Along with these changes, the responsibility for policy functions also increases as the roles change.

Tasks

Tasks refer to what workers do to achieve organizational objectives. The relative emphasis on policy relevant tasks increases as one moves from the counsellor through to the policy analyst role. This reflects increasing levels of responsibility for policy action characterized by the changing institutional contexts and positions.

Knowledge

It will be seen (Figure 2) that the knowledge base of the counsellor, community organizer, administrator, social developer, or policy analyst varies in two ways. First, at the cognitive level, there is an increasing order of the complexity or comprehensiveness of theory relating to large systems. The counsellor is required to know something about theories of personality, groups, and social change. To this, the community organizer adds a knowledge of local power dynamics and area issues. The administrator must know something of all of these but also have a good grounding in theories of organization. Similarly, the social developer and policy analyst must be assumed to know these plus theories of regional development, government and economics.

On the other hand, at the level of affective knowledge, there is a descending rate of intensity as one moves from counsellor to analyst. For the counsellor, interpersonal dynamics are central focus of the therapeutic relationship and heuristically important. For the policy analyst, they are not a primary focus as the personal influence of the actor diminishes with complexity of the system. Therefore the level of affective knowledge which should be required will diminish with the level of intervention contemplated.

Skills

Skills may, like knowledge, be considered at two levels - one which is described as analytic while the other is interventive. Also, as noted in reference to knowledge, there is a change and progression of the skills required by a social worker, depending upon the "role" assumed (Figure 3). Thus in the case of the counsellor, it is generally understood that diagnostic skills are requirements at the level of analysis, whereas at the level of intervention, interpersonal or relationship skills are essential for the counsellor to perform as a counsellor. On the other hand for the policy analyst, policy analysis is considered an essential analytic skill, whereas at the intervention level, skill in dealing with the policy process would be crucial.

The administrator, community organizer, or social developer lie somewhere between these two levels of abstractions in terms of the kinds of skills implied. Thus, the skills required in each role become increasingly more comprehensive or complex as one shifts from simpler to more complex social systems, and from the role of counsellor to the role of analyst. Also, increasing research sophistication is required as well as a shift of communication skills from verbalization to written expression with role differential. On the other hand, there is a decreasing concern with the individual qua individual.

Values

At the level of values, the same type of classification may be suggested (Figure 4) by distinguishing between values which focus on

FIGURE 2

KNOWLEDGE

TYPES	ROLES: COUNSELLOR	COMMUNITY ORGANIZER	ADMINISTRATOR	SOCIAL DEVELOPER	POLICY ANALYST
Cognitive	Personality and Group Theory Social Change	Group Dynamics Social Change Political Structures	Social Change Political Structure Organizations Structure and Process	Social Change Political Studies Organizations Economics	Social Change Political Structures Organizations Economics Operations Research
Affective	Interpersonal Dynamics	Community Dynamics	Organizational Dynamics	Organization and Policy Dynamics	Organizational and Policy Dynamics

FOOTNOTES: Note ascending order of social complexity, descending order of personal intensity.

FIGURE 3

SKILLS

TYPES	ROLES: COUNSELLOR	COMMUNITY ORGANIZER	ADMINISTRATOR	SOCIAL DEVELOPER	POLICY ANALYST
Analytic	Diagnostic Skills	Community Problem Analysis	Organization Analysis	Regional Analysis	Policy Analysis
Interventive	Relationship Skills	Community Organization Skills	Administrative Skills	Administrative Skills	Policy Process Skills

FIGURE 4

VALUES

TYPES \ ROLES	COUNSELLOR	COMMUNITY ORGANIZER	ADMINISTRATOR	SOCIAL DEVELOPER	POLICY ANALYST
Individual	Self-Determination	Accessibility	Opportunity	Equity	Equity
Collective	Utility	Community	Utility	Community	Utility and Community

individual or social entities, though here the distinctions among roles may not be sharp. In terms of specific role types, it is assumed that different "dominant values" influence the overall orientation of a person in that role. Thus a social worker qua counsellor might concern himself at the individual level with the right of his client to self-determination whereas the social worker qua policy analyst might concern himself less with that issue and more with the notion of equity. Similarly, at the level of collective values, the counsellor appears to be guided by individual utility principles, whereas the community developer or policy analyst might be more concerned with communal principles. Some of these values are made explicit in the course of study while others only remain implicit. Yet the value base of the roles is probably crucial in distinguishing the social worker as a social worker when he performs in the role categories outlined in the table. For this reason alone, they are likely to be one of the central elements influencing the direction and style of social workers vis à vis other professions in newly developing role categories.

4. Roles and Policy Curriculum

Turning now to the relationship between a programme of policy studies and the five social work roles developed earlier, we can attempt to articulate the two.

Policy-Related Courses and Role Expectations

By turning to Appendix A, it will be seen that curriculum areas are specified within role specialization. The purpose of the table is not to indicate all courses that typically are taught under a given role specialization such as counselling, but rather to show the range of policy related content that seems essential. Thus, for example, theories of social change may be appropriate for counsellors for reasons quite unrelated to policy but, at the same time, the understanding of such theories is also considered essential for policy. Similarly, theories of poverty and underemployment seem appropriate for a profession which historically has associated itself with the poor as well as counselling, yet they are also pivotal in understanding the approach of social work to social policy. Politics and economics are considered basic to an understanding of these theories.

Secondly, it should be noted that policy content forms an increasing part of curriculum content as roles change. In addition, policy content varies as roles change from consideration of individuals to societal groupings or entire societies. Consequently, in relation to qualititive skills, for example, the policy analyst is required to study what the counsellor does but in addition must concern himself with at least resource allocation and distributional criteria (social policy analysis) as well as implementation of policy (policy process).

Thirdly, it is important to note that the weight of knowledge of quantitative analysis also changes as roles change. Thus the administrator and policy analyst are required to have reasonable sophistication in quantitative techniques whereas, with the exception of basic requirements, the counsellor and community developer have wider options in this area.

Finally, in relation to substantive policy areas, it is proposed that additional courses beyond the first be optional to counsellors,

community organizers, and administrators but that the social developer and policy analyst should have at least two or three such courses. The rationale of the increase in the latter is simply the assumption that different roles require more extensive knowledge of different policies with role responsibility for larger social entities (i.e. Communities or societies).

Programme Application

In order to apply this hypothetical framework to an existing programme, it may be worthwhile to consider it in terms of a typical school. In one such school, there are at present two programmes -- undergraduate and graduate. The output of the undergraduate programme (three professional years) is intentionally a generic social worker (Jack of all trades). The output of the graduate programme (one year after a B.S.W.) is a specialist social worker, at present limited to counsellors or community organizers, but potentially applicable to the administrators and social developers. The reasons why the latter two have not developed are: (1) limited staff, (2) limited demand. Finally, it should be noted that if a doctoral programme were developed, the intent would be to produce university professors and people capable of advanced research. This would require much more effective preparation at the Master's level in the specifics of policy analysis and administration, and this in turn would require either some specialization at the Bachelor's level or a two-year Master's programme.

Into this kind of environment, it appears that the following division of policy or policy-related courses is appropriate:

At the undergraduate level. There would need to be intensive 1) knowledge of a) the characteristics and provisions of at least one substantive policy area. This would entail knowledge of the history of policy in that area, of options foregone, the current form of policy, the relevant legislation, people affected and the nature of the effect of policy on individuals and collectivities (the micro and macro effect) b) the nature, purposes and costs of social welfare programmes and purposes, and of the profession of social work 2) analytic skill in a) the assembly, evaluation and application of quantitative and qualitative information. This would be done both through courses in research and statistics and through courses in both policy and direct practice. 3) interventive skill in working with clients to articulate needs in relation to policy, and to help them to negotiate and change policy-making and administrative systems.

These requirements apply equally to preparation for any of the five roles set out. At the undergraduate level, additional requirements of the community organizer role would be:

1) knowledge of political systems, the nature and structure of power at the community level and the effects of policy on communities, and methods of policy change

2) ability to apply the analysis of policy impact at the community level.

If the administrator role is to be taught at the undergraduate level, there will need to be considerable extensions from the requirements of the counsellor role, as follows:

1) knowledge of organization theory, management models, specific methods of budgetting, personnel issues (including labor management legislation and procedures) and the uses of public media.

2) analytic skill in understanding the effects of alternative organizational structures and process on programmes, in assessing the effectiveness, efficiency and impact of programmes on clients.

3) skill in initiating policy management or change at the organizational level, and contribution to change at government levels.

At the graduate level, specialization comes to the fore. Significantly, therefore, on the assumption that a person who wishes to specialize as a counsellor and has already had the "policy" background outlined for undergraduate studies, nothing further is required -- though several options remain open. On the other hand, all those requiring to specialize in administration, social development, or analysis, would find themselves constrained to take additional policy related courses, particularly in the area of qualitative and quantitative skills. Thus the administrative specialist would be required to have additional courses in the budgeting process and operations research, whereas the social developer would be required to take additional courses in general knowledge and in qualitative skills plus knowledge of additional substantive policy areas. On the other hand, if a social developer or policy analyst were to be developed at the graduate level, they would require: knowledge of regional or national economics and political issues, with adequate grounding in political and economic theory, additional general knowledge courses, qualitative skills, quantitative skills, and skills in the implementation of policies on a regional scale. The weight of the programme, therefore, is such that it would be difficult to accomplish all of this at the Master's level and probably would have to be offered in a doctoral programme. The only way it could be achieved in one year or even two years (current graduate programme) would be to allow for greater specialization than now occurs in the undergraduate programme.

A doctoral programme is intended to encourage extensive research in a given area of role specialization. As already suggested, the role of policy analyst -- particularly because of the extensive requirement in quantitative skills - would be best developed at this level. At the same time, because a doctoral programme also requires extensive knowledge in theory and research, such a policy emphasis would complement other role specializations if these were developed.

Section 4

Current Patterns of Policy Teaching

One of the three objectives of the project was to review the content of social policy offered by Canadian schools of social work.[9]

Members of the Policy Project Task Force visited the schools in February and March, 1976 to consult and obtain information about the following areas:

1) The roles for which they prepared graduates at various programme levels (B.S.W., M.S.W., Post-Master's, Ph.D.)

2) Their general concepts of social policy in social work.

3) Specific curriculum questions around content, substantive areas, methods of delivery and relationships between classroom learning and field practice.

Meetings were held in each school with faculty teaching social policy and social services courses. In most schools the discussions also included faculty teaching social policy components in the field or in other social work courses (administration, research, community organization, human behaviour, direct practice methods).

A schedule was prepared by the Task Force (See Appendix A) to guide the discussions and was sent ahead of time to the directors of schools with a copy of the preliminary curriculum document developed during the summer of 1975.

Findings

The survey enabled the Task Force to gain a fairly comprehensive overview of the social policy content of curriculum offered by Canadian schools of social work during the academic year 1975-76 as well as some information about emerging trends and proposals for new programmes.

In compiling the data, the notes and summaries prepared shortly after each visit were supplemented by course outlines, bibliographies and other relevant material obtained from the schools and by verbal reports from the Task Force members during an April 1976 meeting.

The data lack precision and depth for three reasons:

One, the project, as previously mentioned, did not have the resources needed to conduct the survey in accordance with the canons of perfect scientific research.

Two, a considerable number of schools indicated that their curriculum was under revision or that they were planning to launch new programmes during the next couple of years.

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9. "Social Policy Teaching Project" - Statement presented at the CASSW Conference in Edmonton, May, 1975 -- Also in Canadian Journal of Social Work Education, Volume 1, no. 3 Summer, 1975, pp. 28-35.

Three, the social policy content is scattered across a number of required and elective courses, in the classroom and in the field and within social work or other departments. It is impossible, as a result, to obtain a completely accurate knowledge of what all students or some students are in fact learning in the area of social policy.

This comment is not a criticism, but simply a reflection of some of the dilemmas and concerns which led to the creation of this project.

1. Roles

Every school, whether B.S.W. or M.S.W., prepares graduates for the counsellor and for the community organizer roles or for a generalist role (sometimes called a generic social worker role).

The concept of generalist is not uniform and it ranges from a combined counsellor and community organizer role to a blend of self-directed expertise in problem-solving, diagnostic skills, communication, action-research and common sense rooted in theoretical underpinnings. It should be noted that these descriptions fail to do justice to the many subtle and complex variations found embedded in this role.

A few schools offer initial forms of preparation, in their B.S.W. programmes, to a small number of special students interested in administrative or policy roles, but systematic and comprehensive preparation for these roles does not seem to be attempted anywhere below the level of post-graduate studies.

Several schools have streams or concentrations in social policy and administration in their M.S.W. programmes and one school, at least, indicated that preparation for the policy analyst role could perhaps not be satisfactorily completed before a student reached the doctoral level.

The only role preparation to which all students seem to be exposed is that of counsellor; all other roles represent options selected only by some students. While there do not appear to be any formal prerequisites to these options, an impression was often conveyed that previous experience in relevant work and/or specific career plans had some influence upon the definition of suitability for certain options.

In one school at least, admission to the social policy concentration is restricted to students entering the second year of an M.S.W. programme who demonstrated an ability to think and to work independently and who obtained first-class standing in social policy during the first year of a two year M.S.W. programme. Whether or not preparation for policy analyst, social developer and administrator roles can be adquate when it is systematically addressed only in the last graduate year of social work education, is a question which remains largely unaddressed.

The general assumption seems to be that preparation for the counsellor role is a necessary, and perhaps sufficient, foundation upon which preparation for indirect service practice roles can be built.

This assumption is put in question in the present report. One of the models proposed below suggests that the counsellor role is not sufficient preparation for policy roles; another, that it is not even necessary.

A small number of instructors felt that there were aspects of the curriculum content for the policy analyst, social developer and administrator roles which were not part of the counsellor or the community organizer roles but which should be taught systematically much earlier than is currently the case.

Additional roles were suggested such as: generalist, generic social worker, social planner, supervisor, social animator, regional or area manager, in-service training co-ordinator, programmer, programme co-ordinator, policy and programme evaluator and practice consultant. These are perceived, however, as special cases of the roles already set out by the team.

The consultant role appears to be perceived partly as a generic role but also as a role which is carried out in relation to different areas of specialization. All consultants share certain generic skills in human communication but the knowledge required to serve as consultant to family counsellors, for example, is not necessarily the same as the knowledge needed by a consultant to a regional district office of a provincial welfare department.

2. Content and Sequence of Courses

In general, there seems to be a fair degree of congruence between the knowledge and analytic skills described in the policy curriculum document (Appendix A) for the counsellor and for the community organizer roles, and the content offered in most schools of social work.

It was not possible to compare, with any degree of accuracy, the weight or the depth given by various schools to the components identified in the curriculum policy material, nor was it possible to identify the extent to which the content is progressively enriched or broadened as a student moves through the educational continuum.

The general impression conveyed during consultations is that the specific nature of the content, its depth, as well as the logic of delivery, varies from school to school, instructor to instructor, and probably from year to year.

At the B.S.W. level, where that degree is offered, or in the M.S.W., where that is the only degree, every school required of all students a couple of basic half-courses at least, in Canadian Social Services or in Social Welfare Policies. The titles of these courses vary but the content appears to be fairly similar. With the exception of a very small number of schools that have adopted an open curriculum pattern, these basic courses are mandatory and are taught during the early phases of the B.S.W. or M.S.W. programmes.

As can be expected, schools offering concentrations in social policy and in social administration tend to have a broader and more specialized array of social policy related courses than those that do not. A heavy political emphasis is found in French language schools

5. Sequence and the Location of Policy Courses in the Curriculum

There are many variations in the ways schools organize the social policy content.

Generally, there are introductory courses in Canadian social services and legislation. Courses in substantive fields are offered somewhat haphazardly in the succeeding years, and courses offering critical analysis of policy-making structures and processes come towards the end of the programme.

The sequence, then, is from general description and evaluation, through more specific knowledge of substantive programmes to analytic competence. Where the curriculum is streamed into clinical and social and/or administration (or micro-macro) those in the social/administration stream, of course, receive much heavier concentrations of knowledge and analytic skill. Few courses are offered that provide much interventive skill at the macro level, and this only in the latter half of M.S.W. programmes.

General Concerns and Comments

The policy content described in the curriculum policy document for the counsellor role is, by and large, covered in all the schools of social work as a core or basic content shared by all students (that is, for all roles).

Additional content of interest to students who opt for community organization appears to be taught in the field or in the methods course itself.

The situation of the other three practice roles is not as favourable. Most schools do not prepare graduates for these roles. Social work administration courses are more often developed to inform future counsellors than to meet the needs of future administrators or policy analysts. Some schools are planning to offer specializations in other practice roles in their new programmes but, at the time of the visit, the curriculum development was not very far advanced and specific information was not available.

A few faculty members expressed concern about the discrepancies which existed, in their opinion, between the extent and depth of preparation needed to provide an adequate education for the administrator social developer, or policy analyst roles, and the priority that social work education has tended to assign to preparation for counsellor or organizer roles. Social work students who often lack a solid background in economics, political science, management studies and research methodology cannot master the content of the administrator and of the policy analyst roles within the time span allocated in the curriculum.

Many differences in opinion emerged around the following issues:

1) The nature, scope and content of roles to be filled by social work graduates now and in the future.

2) The political or a-political dimensions of traditional or current roles.

c) The validity of social work roles that deviate from the patterns that individual social work educators consider to be acceptable.

Those analytic and interventive skills which include a high technological component, and are a required aspect of the training of policy analysts and administrators in other disciplines, appear to have been particularly neglected in social work education. These are the areas that must be developed if social workers are to move into roles of policy making and administration. They include, for example, programme design, programme financing, welfare economics, development and maintenance of information systems. These are not addressed at all or are relegated to courses in other departments which many social work students cannot take or complete successfully because they do not have the background and knowledge needed to enroll or to compete with graduates from other disciplines.

3. Special Emphases

Some schools place emphasis on provincial and local policies, programmes and issues. Outstanding among these is a strong emphasis in Quebec on political and ideological training. As observed above, french-language schools place a higher emphasis than do most english-language schools on the political aspect of social policies. The schools demonstrate the feasibility of a curriculum in social policy that does not assume training for the counsellor role as a base. The programmes throw into relief the weaknesses of most english-language schools in the area of political education of social workers.

A few schools indicated that their curriculum includes material or courses dealing with social work ethics and values. Other areas mentioned were: knowledge of inter-organizational issues -- cultural differences and their influence on social policy -- revisions of the content of the policy curriculum in the light of emerging phenomena such as the changing status of women, the rising expectations of minorities and the end of an economy of abundance and a stable society.

4. Substantive Areas

Substantive areas of professional concern tend to be used to illustrate basic concepts and issues, rather than being used as preparation for specialist practice. Income security, child and family welfare and physical and mental health appear to be addressed by all the schools.

Policies concerned with Native Indians, corrections and housing are popular. Aging, policies affecting women, immigration, consumer protection, civil rights and policies affecting rural populations are areas that are rapidly growing.

Substantive areas appear to be developed when there is a special interest on the part of the students and faculty. Such interests may be accommodated through tutorials, special field placements or arrangements with other departments. They are not uniform across Canada and seem interchangeable within the curriculum as instruments for the development of values and analytic or research skills.

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A few faculty members expressed concern about the discrepancies which existed, in their opinion, between the extent and depth of preparation needed to provide an adequate education for the administrator social developer, or policy analyst roles, and the priority that social work education has tended to assign to preparation for counsellor or organizer roles. Social work students who often lack a solid background in economics, political science, management studies and research methodology cannot master the content of the administrator and of the policy analyst roles within the time span allocated in the curriculum.

Many differences in opinion emerged around the following issues:

1) The nature, scope and content of roles to be filled by social work graduates now and in the future.

2) The political or a-political dimensions of traditional or current roles.

3) The nature, scope and function of social policy in social work education. Is social policy an area of knowledge that all social workers should be reasonably familiar with in order to practice, or is social policy a special method of intervention? If the latter, what is an appropriate practicum? Is micro social policy a method of intervention, but not macro social policy because it is less easily translated into social work field practice experience?

4) The value of a historical approach to the study of social policy and the value of comparative studies (U.K., Canada, U.S.A., major European countries, Japan, China, etc.)

5) The rationale of role clusters and of role splits; the community organizer and counsellor roles seem to cluster easily in many programmes: the administrator and the policy analyst cluster in some programmes but are kept separate when faculty support the traditional separation between policy-making and administrative functions. While there is much emphasis on the value of avoiding any hints of a split between direct service practitioners roles and policy analyst and administrative roles, some split seems to occur in practice for the very simple reason that as demand for higher practice competence rises, it is becoming increasingly difficult to adequately prepare graduates for more than two roles. Preparation for the counsellor role alone, if one remembers that the social policy component is only one portion of the total curriculum, could take two or more years of social work education.

6) The relation between administration and social policy. The policy analyst role content incorporates the content of the administrator role but the reverse does not occur. Is this realistic? This issue could become more crucial if the trends toward the decentralization of policy advising responsibilities continues. Opinions about the separation between policy-making and administrative functions mentioned in 5) may have some bearing on this issue.

Misgivings and doubts were expressed in some schools about the project itself, especially that the conceptual framework does not meet the needs of some schools. There seemed to be a lack of emphasis upon values or upon alternative ideologies in the document. Other concerns were the narrow concept of the administrator role, the apparent tendency in the document to build a curriculum shaped like a hierarchy with the counsellor role at the bottom, serving as a common basis and the policy analyst role at the top and the danger that the project could develop a descriptive or prescriptive curriculum outline rather than an analytical document.

Some schools suggested that using a committee to develop a curriculum report which, in turn, might become a static and rigid document was not the most desirable approach to curriculum development in this day and age and that the committee should recommend regular use of regional meetings or workshop where social policy faculty and students can share information, resources and ideas.

Section 5

Illustrations of Policy Curricula Related to Roles

Introduction

As we have indicated, the name and content of courses currently offered in Canada varied considerably from university to university. In this section of the report, we wish to give illustrations of course content (from selected schools), to try to bring together the concepts of level of action and ideology, relative to preparation for the different roles. The material is divided according to: (i) knowledge (ii) analytic skills and (iii) interventive skills. Where possible, a distinction is also made between B.S.W. courses.[10]

(i) Knowledge

We had originally proposed that policy courses for social workers should provide general knowledge in at least one substantive policy area. We found that most schools, in fact, include such courses, frequently covering more than one policy area. An example outline of a "multi-policy" course at the B.S.W. level included the following:

1) The Concept of Income

2) The Concept of Social Goods

3) Federal-Provincial Jurisdiction in Three Policy Areas: Health, Housing and Income Security

4) Income Security: Unemployment Insurance, Workmen's Compensation, Employment Services

5) Income Security: Public Assistance

6) Income Security: Old Age Security, Guaranteed Income Supplement, Pension Plans

7) Housing Programmes: Public Housing

8) Housing Programmes: Urban Renewal, Renovation, Community Redevelopment

9) Health Care: Hospitalization

10) Health Care: Medical Care

This course was intended as an introduction to social policy for students at micro or meso levels, of counselling and community organization. It was essentially descriptive rather than analytic in nature, in that it described three policy areas in Canada (at the macro level) without developing a specific theoretical or ideological framework. It also demonstrates a basic difference between B.S.W. courses on policy and M.S.W. courses, in that the latter usually focussed on a single policy area rather than several. For example, a Master's course on health policy touching both the micro and macro levels included the following:

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10. Doctoral studies are excluded.

1) The Health Care Crisis
   Disease, Morbidity, Cost, Access, Care

2) History of Health Care Policy

3) Organization of Health Care Services
   Care, Manpower, Legislation

4) Financing of Health Care

5) Professions and Health Care Policy
   Professions, Power, Self Regulation

6) Evaluation

7) Reforms

In addition to a substantive policy area, we had also proposed social welfare studies as an essential policy base for all students regardless of role concentration. What we had in mind was an understanding of basic concepts of social welfare such as justice, equity, equality, charity, distribution and resource allocation. Such a course could be offered as a basic historical and philosophical introduction to social welfare for B.S.W. students or applied to specific problem areas common to all social work. An example of the latter approach is consideration of poverty. One course focused on poverty from a social welfare perspective that could reflect a neoclassic economic of Marxist ideology, rather than a substantive area of policy. It included the following macro level concepts:

1) Poverty and Capitalism in Historic Perspective

2) Concepts and Measurement of Poverty

3) Theories of Income Distribution

4) Theories of Income Redistribution

5) Work Incentives and the Poor

6) Economic Growth and Poverty

7) Inflation and Poverty

8) Power and Poverty

9) Property and Poverty

10) Third World Poverty

11) The Poor and Consumption

12) Social Work and Poverty

Courses of this type are considered to be an essential basis of policy study for all students. In addition, for the role of community

organizer, we considered a course in politics an important element of study for understanding policy-related issues. Such a course, while infrequently or only partially developed in Canadian schools, could include the following range of material again at a macro level, with a Marxist slant:

1) Left and Right in Politics

2) Ideology of the Welfare State

3) Corporate Liberalism

4) Political Functions of Social Service

5) Reformism

6) Ideology of Professionalism

7) Casework As Change

8) Community Organization as Change

9) Political Change

For the administrator role, we also proposed that organizational studies should be included as part of policy studies. Because administration as a concentration was almost universally considered at the M.S.W. rather than B.S.W. level, such a course was usually found in second degree programmes. Where such content was offered in undergraduate studies, it was included as part of a larger package (i.e. Introduction to Administration). One detailed course in organizational studies reflecting a functionalist position of the meso level, included the following:

1) Social Welfare and Human Services Environment

2) Organization as an Open Social System

3) Implications of Bureaucratic Models of Organization

4) Inter-organizational Relationships and Goal Setting

5) Power, Leadership and Authority in Organizations

6) Role Concepts and Characteristics

7) Professionals and Bureaucrats in Organizations

8) Individual Needs in Organizations

9) Organizations as Participatory Systems

10) Dynamics and Dilemmas in Consumer Participation

11) Organizational Conflict, Innovation and Change

A course in economics was considered essential, at least for the social developer role and policy analyst. Two methods were available to schools to develop such a macro level orientation for students - by encouraging use of existing courses in departments of economics or by adapting economic concepts and approaches to social policy. An example of the second alternative, which has been adopted by one school, offers the following:

1) Economic Analysis

2) Theory of Value and Price

3) Fundamentals of Welfare Economics

4) Theories of Surplus Value and Price

5) Marxist Theory of Welfare

6) Public Welfare and Role of the State

7) The Cost of Social Welfare

8) Market and Non-Market Approaches to Social Welfare

9) Distribution and Allocation of Resources

10) Tax as a Distribution Mechanism

11) Workmen's Compensation as a Distribution Mechanism

12) Manpower and Unemployment Insurance as a Distribution Mechanism

Finally, for the role of policy analyst, we had considered an essential component of general knowledge to be advanced research (quantitative analysis). This, however, was the least developed area in Canadian schools. We found no courses that corresponded to this body of knowledge, though some schools indicated an interest in developing relevant material in the near future.

(ii) Analytic Skills

While courses providing general knowledge of policy were frequent in schools, fewer courses were offered which developed analytical skills in relation to policy. That is, descriptive material, mainly historical or contemporary in perspective, was developed by many schools but less attention was paid to theoretical frameworks of analysis which enable a student to understand the scope and limits of a particular framework being used. For example, functional, human relations, or systems frameworks are possible in organizational studies; each approach sets limits on the type of analysis undertaken. Similarly, in substantive policy areas such as health or housing, a new-classical or Marxist economic framework could be used, each again setting limits to the approach taken.

In this report, we give two examples of policy courses which focus on analytic skills - one from an undergraduate programme, the other at the graduate level. The major distinction between the two levels

seems to be that, at the undergraduate level, attention is given to basic concepts which can be applied to a variety of policy areas, whereas at the graduate level, the basic concepts are pursued more intensively in a given policy area. To illustrate an undergraduate programme, the following macro level analytical concepts, reflecting functional and Fabian ideas, were developed in one school:

1) Definitions of Social Policy

2) Political Determinants of Policy

3) Social Determinants of Policy

4) Economic Determinants of Policy

5) Ideology and Social Policy

6) Functions of Social Policy
   -individuals, communities, production, social relations of production

7) Problems of Social Policy
   -financial, institutional, selectivity

8) Equity and Social Policy

9) Collective vs Individual Rights

10) Application to Specific Policy Areas

An example of substantive policy area where analytical skills were developed can be illustrated in the field of housing. One course included an explicit delineation of two analytical frameworks which were used to examine a range of housing topics from different theoretical perspectives (neo classical and Marxist). The following is an outline:

1) The Housing Problem

2) The Meaning of Property Ownership

3) The Division of Land and Housing

4) Creation and Distribution of Surplus Value in Relation to Housing (Marxist View)

5) Neo Classic Theory of Rents and Prices

6) Housing and the State - Historical Perspective

7) Housing and the State - Federal Role

8) Housing and the State - Provincial and Municipal Role

9) The Housing Industry

10) Changes in Production and Distribution of Housing - Socialist Countries

In reality, the two courses outlined could be useful to all social work roles we have identified, but basically the policy-relevant analytic skills we have illustrated in the above courses apply essentially to societal or regional problems rather than communities, organizations, or given service areas. That is, the courses would appear to be most useful to the social developer role (regional concerns) or the policy analyst role (societal systems) more than community organizer, administrator, or counsellor roles. In theory, however, the approach is adaptable to the other roles and preliminary steps are being taken in this direction in some of the schools.

(iii) Interventive Skills

The development of policy-relevant interventive skills was found to be more weakly developed than either general knowledge or analytic courses in most schools. Thus, there were fewer policy practice courses than academic policy courses. This was particularly true at the level of counselling, possibly because policy has been considered as given for this role (therefore primarily of academic interest) rather than something which can be influenced or changed by counsellors. An exception to this general observation is given below. In addition, it is also important to note that at the other end of the policy role scale, schools have also paid little attention to the development of interventive skills at the level of social development of policy analysis. This leaves two roles which have been effectively considered from the point of view of such skills -- community organization and administration. At these levels, many schools have developed practice courses which are policy relevant.

An example of how interventive skills can be developed in given service areas (therefore appropriate for counsellors) is given in the following course outline. The course is intended to look at a social service bureaucracy from a client perspective. It presupposes that a counsellor or community organizer will advocate for a client, and further, that most services are not developed with service to the client as a primary goal. The ideology is essentially Marxist, suggesting action towards major policy changes in bureaucratic regulations. The course is developed to assist the social worker in helping the client negotiate the meso-"system". Content includes:

1) The Nature of Social Disadvantage

2) Labelling Theory - Direct Careers

3) Socialization of Organizational Staff and Consumers

4) Power in Organizations

5) Strategy and Tactics for Organizational Change

6) Counter-Tactics

7) Negotiation and Bargaining

8) Coalitions

9) Guerilla Tactics

10) Video Tactics

Similar types of courses with conflict ideology have also been developed at the community level and may be demonstrated by the following outline. The course presupposes that students have taken general knowledge and analytic skill courses so that they can use interventive skills developed in the course to change policy. Topics covered include

1) Theories of Planned Change

2) Change Strategies

3) Grass Roots Movements

4) Politics and Change

5) Grass Roots Change Processes

6) Building Grass Roots Movements

7) Grass Roots Organizing

8) Institutional Basis for Change

9) Developing Leadership

10) Alternative Strategies for Policy Development

11) Resistance to Policy Change

These two courses illustrate possible "policy practice" courses at the B.S.W. level. An example of how a similar course can be developed at the M.S.W. level can also be illustrated. The distinction, however, between B.S.W. and M.S.W. courses which promote intervention skill development is very tenuous. It seems to depend upon the extent to which specialization is developed at the B.S.W. level. For example, in most schools, counselling and community organization roles were promoted at the B.S.W. level; therefore interventive skills courses were developed there too. On the other hand, administration was almost universally considered as part of a second-level programme and therefore interventive skills were developed at this level. One example outline of such a "policy skills" course is the following. It was developed to enable students to utilize and promote good management practices. The content suggesting neoclassical and functional theory at the meso level included:

1) The Role of Management in Administration

2) Management and Problem Solving

3) Leadership and Management Styles

4) Decision-Making Judgment and Authority

5) Integration of Planning and Management

6) Function of Boards and Committees

7) Interorganizational Planning Strategies

8) Manpower Planning and Development

9) Integration of Services

Section 6

Models for Policy Curriculum

In earlier sections, five roles were set out, with some description of possible content of courses that could be offered according to the level of action of the role, and the ideology preferred. There is also, in Appendix A, a list of curriculum content not yet put in order except by role. It remains necessary to suggest how this content may be used by schools of social work. Two major issues appear: first, how does policy content relate to other professional content required at the personal, small gorup or local community level, and second, how is it to be organized as one of three educational levels (the Bachelor's Master's and Doctoral levels)?

In an attempt to deal with these questions, three models have been developed, as follows:

Model 1: Policy knowledge and skill as adjunct to dominant clinical orientation and skills.

Model 2: Clinical knowledge and skill as adjunct to policy orientation and skills.

Model 3: Reciprocating streams: a common core of clinical and policy content that recognizes the reciprocal effects of personal motivation and social forces, with provision for variations in curriculum according to the preferred role.

It may be thought that the third model in fact incorporates the other two in that, as it offers variable combinations of micro, macro and meso content, model 1 represents one extreme and model 2 the other, of a range of those variables. While that is so, it was thought better to set them out clearly since model 1, with emphasis on micro content, approximates the present or past curriculum of many schools. There is a danger that model 1 might be seen as satisfying the requirements of model 3 and so give insufficient attention to macro or meso content. Model 3, on the other hand, represents a realistic alternative followed in some British or European schools and recently in some Canadian schools. All three therefore, are outlined as distinct possibilities.

Type 1

Type 1 curricula have predominated in schools of social work in North America for decades, and are so familiar that it is sometimes not recognized that they give heavy priority to the micro level, usually with neoclassical or functionalist assumptions and virtually ignore the social context as a field of intervention. This orientation is reflected in the structure and mandate of social services. Goals of personal change and clinical methods have prevailed so that "policy" either referred to policies for the development of personal services, or was treated as a peripheral area of knowledge with no direct relevance to practice. It may well be that social work is now so identified with interpersonal skill that employers, the profession, and profes-

sional schools will prefer to accept that limited definition of professional function without accepting responsibility for conditions affecting large numbers of people.

Such a model will call for a curriculum not very different from the prescriptions of the traditional programmes recognized by the Council on Social Work Education, modified for the B.S.W. - M.S.W. sequence. Courses may be classed as Practice Theory, Practice Methods, Human Behaviour and the Social Environment, Policy, and Research. There will be heavy field experience in direct service organizations for upwards of half the time in the last two years at least, of the B.S.W. programme and the M.S.W. In the B.S.W. there will also be a requirement of basic courses in psychology and sociology, with occasional electives in other social sciences.

The core theory of this type refers to theories of normal and pathological human personality, human development, learning, motivation and interaction and prescriptions for professional behaviour. The client is defined as individuals, families, or small groups.

The policy content of such a curriculum will call for some aspects of policy identified in the "counsellor" role of Annex A. This would include:

Knowledge of at least one (perhaps two or three) substantive areas.

A brief history, and legislation in the areas selected.

The effect of public policy on social service structures.

The effect of service structures on professional action.

The role of the social work profession.

The effect of policy on target population.

Analytic Skill: ability to assemble, use, and interpret data.

Ability to understand one's own values and modify approaches to data.

Ability to evaluate effects of policy on persons and organizations.

Ability to evaluate the effect of services and service structures on clients.

Understanding of the uses of evaluative research.

Interventive Skill: ability to enable client system to identify and articulate needs.

Ability to advise, assist client system to select alternatives in service.

Ability to support client system negotiation of resource system; including governments.

Ability to develop collaborative, negotiating or conflict processes to support institutional or policy change.

Ability to apply appropriate skills in interpersonal relationships to influence organizational change.

Ability to help to generate a planning process favourable to client system.

Curriculum Structure

The knowledge areas listed above are usually taught in courses identified as "policy" courses offering descriptive information about substantive fields, and often some evaluative framework that contributes to analytic skill. Interventive skills in policy are likely to be conveyed implicitly rather than explicitly, in courses in direct social work practice.

Typical courses in policy are:

Social Legislation and Social Services in Canada

Problems of Poverty

Social Work and the Law

Social Welfare as a Social Institution

Ethnic Minorities

Services to the Aging

Child Welfare

Health Services

The course on legislation and services is usually offered as part of the introduction to social work, in the first professional year.

Those dealing with more specific client groups or knowledge come at any later time in the B.S.W. or M.S.W.

Type 2

It is virtually impossible to construct a social work curriculum to prepare students for roles of administrator, social developer, and policy analyst when policy studies are adjunct to a clinical programme. There are three reasons for this.

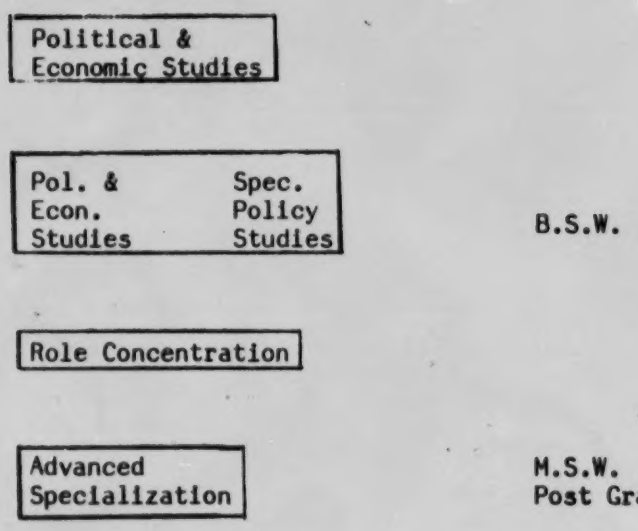
First, it is widely assumed that social work education essentially prepares students for counselling. Consequently, students with different professional interests are eliminated from schools of social work through a process of self-selection. Secondly, even when some students enter a social work educational programme with different expectations, the process of socialization inherent in a clinical orientation has the effect of making roles other than that of counsellor anomalous or out-of-step with "practice". Thirdly, it is difficult to find money and staff for policy courses because the curriculum in

social work education is currently weighted in favour of human relations and counselling courses.[11]

Furthermore, it is also questionable whether students of social policy even benefit marginally from a clinically biased programme. By stressing the anomalies of human relationships, social work education views the person, the family, and the neighbourhood as fundamentally inadequate or pathological. Little or no attention is given to the political economy of these relationships and this is a natural starting point of social policy. A clinical orientation, therefore, not only hinders the development of a policy programme but biases it in a distinctive direction.

To offset this tendency, it is imperative as well as practical that at least some schools in Canada develop or strengthen a programme in which clinical knowledge is either adjunct to policy or eliminated altogether. If this is done, it will have the effect of facilitating the preparation of students for roles such as administrator, social developer, and policy analyst as well as promoting greater real choice for those who associate social work education with role diversity rather than conformity.

A policy model of social work education would necessarily begin at the undergraduate level. It would look like the following:



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1. It is appreciated that the terms "counsellor", "human relations" and "clinical" are equivocal. The term "counsellor" is the same as described in Annex A. Clinical courses refer to practice courses for this role. Human relations refers to theory and knowledge courses for this role.

The model essentially follows the Annex but presupposes extensive studies in politics and economics as essential to the three roles. Therefore, in the first year of a B.S.W. policy programme, the focus is exclusively on courses that introduce students to political and economic structures in contemporary society as well as underlying values and assumptions. This familiarizes them at least with neo-classic and critical theory.

In the second year, studies in politics and economics will continue but specialized policy and welfare studies will be introduced. The welfare courses will provide the value formulation for professional orientation. In addition, skill courses will be offered by introductory studies in organizational behaviour, administration, planning, and policy analysis. Students will also be introduced to elements of quantitative analysis - matrix algebra, statistics, and calculus -- and other operational research techniques.

Finally, in the third year, the student will concentrate on one of the roles. For example, if administration is chosen specialized courses would be available on management decision-making programme development, budgeting, accounting and personnel relations. They would be supplemented by field internships as appropriate.

In terms of Annex A, this outline implies that basic knowledge courses would be heavily biased toward politics and economics but not exclusively. A range of human relation options can also be made available depending on demand. As to analytical skills and welfare studies, most of these would be offered through specialized policy studies while interventive skills would be developed by role concentration and research methods. Clinical courses could also be developed as options. The following illustrates a flow of programme for concentration in social administration. The outline represents subject areas, not course titles.

B.S.W. Outline

First Year

Intro. economics
Intro. Political Science
Finance
Canadian Government
Intro. Sociology
Human Relations Theories
Matrix Algebra
Calculus
Canadian Political Economy

Second Year

Micro Economic Theory
Macro Economic Theory
Political Theory
Social Welfare Theory
Socialization and Cultural Processes
Statistics

Research Methods
Clinical Studies
Concentration Option (i.e. Intro. Administrative Studies)

Third Year (Admin. Options Only *)

Organization Behaviour
Administrative Decision-Making
Salary and Personnel Administration
Strategies of Organization Development
Leadership Style and Organizational Stress
Social Policy Analysis
Operational Research
Labour Relations in Social Services
Client and Citizen Participation
Social Welfare Law
Field Work

The model is not intended to underrate the significance of human relations knowledge or clinical skills. However, the model does assume that such studies are not central to the development of certain roles which are an integral part of the social work profession and social work education.

In reply to this, it might be argued that the model, while interesting, does not lead to the training of a social worker. That is, the approach may be said to justifiably describe an educational programme that adequately prepares administrators, social developers, and policy analysts but in what way can it be described as social work? In anticipation of this criticism, two comments may be useful.

First, the concern about the model presupposes a narrow view of social work history. While it is true that a clinical approach and human relations studies have dominated North American social work education, they have never precluded the possibility of other approaches. For this reason, single methodological or analytic approaches to social work, have usually been criticized as inadequate. The policy model proposed here would encourage the diversification of social work education, not restrict it.

Secondly, even supposing the value of defining the social work profession, at least in part by method, it is likely that a broader notion of social welfare including differentiation of knowledge, values, goals, and sanction, will continue to influence the direction of social work education. If this is the case, the policy model is also likely to contribute to a further evolution of the social work profession.

On both accounts, therefore, the model is desirable.

Type 3

It is possible to conceive of a social worker engaged in direct

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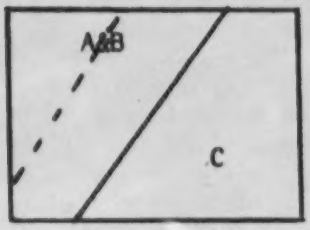
* Specifically directed to social services

practice with individuals, families or small groups without recognizing the influence of policy, past or present, on the shape of practice. That does not mean that policy is not influential on practice, and most practitioners would be aware of this fact. It is, therefore, proposed as desirable that education for microlevel practice include important policy content.

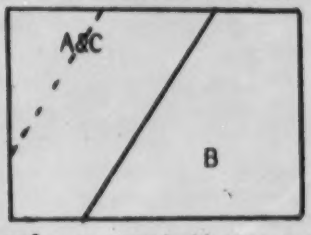
Similarly, though perhaps not equally, it is possible to conceive of policy practitioners (Organizers, administrators, planners, analysts) who are not aware of using or needing microlevel skills. Community organizers are included here in the "policy" side because their orientations and knowledge are closer to that than to clinical practice. But interpersonal relationship skills are used by everyone and should be available, at a professional level, to policy practitioners. The formulation of policy, moreover, calls for understanding of relational needs.

If person-in-context is the concern of the social worker, the practitioner must know something of the reciprocal influences of person and context, whichever is his prime focus. The difficulty is that most previous social work education has emphasized person at the expense of context. But "context", as suggested earlier, refers to both meso and macro levels: the community and organization as well as the region or nation. The Type 3 model needs therefore to offer a combination of knowledge and skill at all three levels, and a three-year B.S.W. programme may be represented as follows (where A, B and C each represents a level):

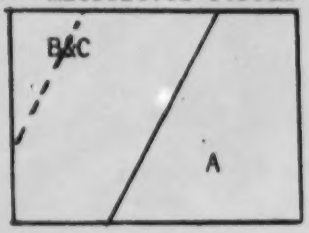
C = macrolevel stream



B = mesolevel stream



A = microlevel stream



These crude diagrams clearly suggest that no one type of knowledge and skill will be offered to the total exclusion of the other two. The angle of slope and location of the diagonal may both be varied to change the mix of content. Or the shared area may be clearly subdivided again.

The question of mix does not need to be answered in Master's level programmes if they are the second professional degree; but if they are the first, then a modified version of the above should of course be suggested.

The policy content specified in Annex A for the counsellor role, organizer role and some parts of the administrator role is now generally offered at the B.S.W. level. Additional elements of the administrator role would occur at the M.S.W. level. These elements are combined to produce a basic policy content for all students. The content required

for the social developer and policy analyst roles is assumed to follow and build on the basic content specified here. It could commence at the M.S.W. level.

Content would not all be located in so-called "policy" courses. Most curricula have courses in "policy", some in research, some in practice theory, some in practice methods, some in substantial knowledge about persons and contexts (sometimes called human behaviour and the social environment).

It is suggested that the policy content indicated in Annex A could be reorganized under four categories of courses as follows: (This in no way includes or limits other curriculum areas.)

I Welfare Programmes:

A) Substantive knowledge - history and current policy of one or more areas

B) Social Welfare Studies

II Research and Programme Evaluation: analytic skills

III Practice Theory: Applications in Practice, some aspects of analytic skill

IV Practice Methods: Interventive skills

The question arises of sequence. The original guide and the four categories above were not organized with an eye to sequence, so that the content needs reorganizing for that purpose. The order shown below is suggested, within categories. That is, within each category there is a progression, indicating the order in which the material would be taught. There is no implication of sequence between categories since the four categories must be presented concurrently. The items listed below reorder and abbreviate Annex A and are not intended to replace the more detailed items found there.

It will appear that much of the material could be taught "spirally", the latter parts of each section being taught in greater depth as the level of education rises.

I Welfare Programmes

1. Social Welfare Studies

a) structures and processes of Canadian governments relative to the ideologies of welfare and welfare systems: a description, and beginning level evaluation of functions, issues, assumptions, and concepts of "welfare".

b) the social work profession: history, relation to government, description and beginning level evaluation.

c) economic, physical, demographic characteristics of communities, regions; and policies applied in relation to these variables.

2. Current Policy (at least one substantive area: Health, housing, employment and income, social security, child welfare, aging, etc.)

   a) legislation in Canada

   b) comparative alternatives

   c) informal policy; relation of formal to informal policy

   d) policy targets, target populations

3. History (at least one substantive area)

   a) forces leading to current policy: values, technology, demography, political and economic processes

   b) earlier expressions of policy directed to needs in this area

   c) phases, trends, directions, outcomes; description, and evaluation

4. Organization Studies

   a) theories of formal organizations: structure and process

   b) alternative management models, organizational classification

   c) use of human resources; organizational roles

   d) use of physical, economic resources; budgets

   e) effects of organization process on client systems

II Research and Programme Evaluation

Analytic Skills

   a) identify, define, select, assemble, interpret data

   b) explicate values, modify own approach to use of data

   c) assess trends in policy: speed, direction, dynamics; their effects on client populations; rights, roles, outcomes, their effects on service structure and process, their effects on service methods.

   d) understand assumptions, politics, uses, implications of evaluative research

   e) evaluate welfare programmes, costs, benefits

III Practice Theory

1. Applications of Policy

To understand:

a) effects of policy on conditions and behaviour of target populations

b) effects on professional social work theory and practice

c) effects on service structures

d) policy and service structures as targets of intervention

e) effects of policy on communities; methods of assisting communities in policy change

f) comparative regional planning theories

2. Power and Political Systems

Knowledge of:

a) intergovernmental relations and political dilemmas

b) nature, sources, structures of power; allocation processes in formal organizations, including government

c) implications of consumer participation compared with other managerial and political forms

d) policy goals and uses of power in communities, informal groupings e.g. territory, ideology, ethnicity, class

IV Practice Methods

Interventive Skills

With the Client

a) enable client to identify and articulate needs

b) advise, assist client to select alternatives in service

c) support client negotiation of resources, including governments

With the System

d) develop collaborative, negotiating or conflict processes to support institutional or policy change

e) apply appropriate skills in interpersonal relationship to influence organizational change

f) help to generate a planning process favourable to client

The content listed under Practice Theory and Practice Methods does not necessarily require designated courses in policy theory or practice, since some parts may be met by policy elements of generic practice courses or courses on work with individuals, families, groups, or communities, or with special populations. In effect, it is argued that courses in clinical practice theory and method may include treatment of the content outlined here. If they do not do so, (as most do not at present) the content suggested should be built in by the addition of designated policy courses. Some of the content is already found in so-called "policy" or administration courses; some is located in community organization courses. The content is ordered in the outline so that material that would be reasonably expected in clinical practice courses is listed first.

As suggested, the content outlines above should be taught spirally. The degree of progressive emphasis given to the policy content by each student would depend on the student's election of clinical or policy-related curriculum. Courses should be provided that would vary in range and specialization to permit students to make that choice.

This model permits the introduction of career choices at least among the first three roles set out in Annex A, up to the level of administrator. Less attention has been given to the social developer and policy analyst roles because a) no schools at present claim to offer such education, and b) the content specific to the roles is relatively undeveloped in the Annex. This does not mean that the social developer and policy analyst roles are excluded; the content offered here is to be taken as necessary foundation, to be taught at the B.S.W./M.S.W. levels. The two roles requiring more advanced preparation would commence at the M.S.W. level and progress to the Post-Master's level. Other roles that have been suggested (researcher, educator) may build upon the core content listed here, but it is submitted that they would not require major variations in the policy components of their curricula. The model offered here, therefore, is proposed as a basic policy curriculum to be elaborated according to the needs of various roles.

Section 7

Career Outlook for Graduates of Social Policy Programmes

Introduction

One of the objectives of the project was to examine the occupational outlook for students of social policy from schools of social work. More specifically, we were requested to determine where social policy graduates are likely to work in the short and long term, as well as considering what "social policy positions" may be found in traditional and non-traditional social work settings.

This assignment required some decisions at the outset. First is the question of what social policy jobs are, and second is the problem of whether job prospects could or should be estimated in any way that does not reflect the definitions of current employers. The first question is answered to some extent by the curriculum framework developed above, based on five roles. The first of these roles at least, that of counsellor, emphasizes a focus of activities expressed by the role title itself, in which policy-making, while implicit, is subordinate to the primary activities of the role. To a greater extent the community organizer role is understood to be intended to affect policy, but not yet, perhaps, to be directly involved in making policy. People are likely to be hired for the other three roles of administrator, social developer, and policy analyst in the understanding that these roles require a direct contribution to policy-making. Our enquiry therefore put more emphasis on the three last roles than on the first two.

The answer to the second question is in part derived from the answer to the first. We have already accepted that our review of job possibilities is limited by existing employment. The majority of social workers are hired by governments in Canada. The answer to the question of their employment in policy-related positions can only be given, if it is to have any predictive force, in relation to the public service authorities' perception of what these positions are. This does not, of course, limit social workers' professional behaviour, or their development of policy-directed activity in any role for any employer. But that development cannot be described here, and it was thought necessary to accept the limits of public authorities' job classifications as most useful for the study.

It has only been possible, given the financial limitations of the study, to examine these paremeters in a general way. Furthermore, on the assumption that basic issues were to be identified rather than detailed information provided, we decided to focus on public services in three area centres: Ottawa, Quebec, Victoria. In these government centres, 26 ministries were contacted for information. We received replies from 22. The following questions were asked of the Personnel Department of the ministries.

1) What are the job classifications in the ministry which students of social policy would be eligible to hold? What are the formal criteria for these classifications?

2) What skills are considered requisite for these positions?

3) Which educational backgrounds are preferred in each of the job classifications specified in question #1? (i.e., economics, business administration, law, social work, public administration, other). Why?

4) How many people are employed in these classifications within each ministry? (estimates will do in the absence of hard data). What is demand likely to be in the future?

Results

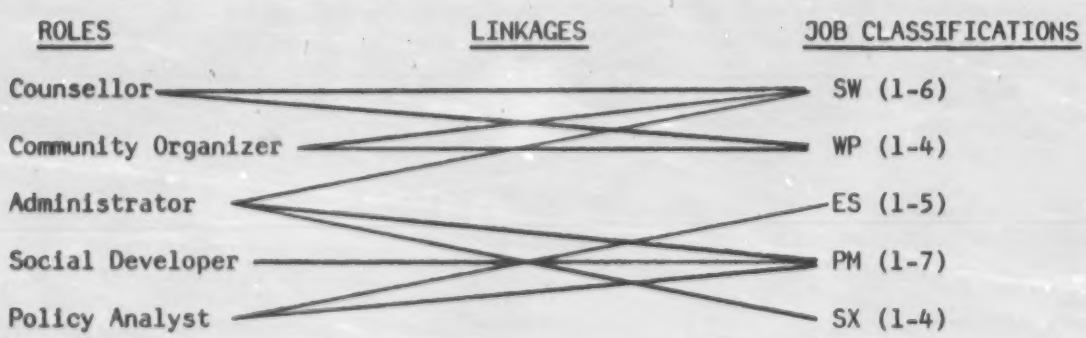
1. Job Classifications

At the outset, it should be made clear that job classifications of the federal and provincial governments contacted in the study do not correspond exactly to the roles identified by the project team. On the other hand, it is possible to show the relationships between job classifications and roles as illustrated in Figure 5. In that figure the job classifications employed are those used by the federal government.[12] They include Social Work (SW 1-6), Welfare Programme (WP 1-5), Economics and Sociology (ES 1-5), Programme Administration (PM 1-7) and Executive (SX 1-4). The numerical value in each classification corresponds to levels of employment and salary within each classification. The lines connecting jobs with roles indicate that some or all of the knowledge, analytic skills and interventive skills identified by the project team are part of the basic requirement of the job classification.

Figure 5

Relationship Between Roles and Job Classifications

(Federal Government)



12. Federal classifications are listed in Chart 6. Chart 8 gives classifications for Quebec.

Selection criteria for job classifications are also established by governments in order to encourage standards for specific jobs as well as merit appointments for specific qualifications. These criteria vary between governments but the basic relationship between these two categories (job classifications and selection criteria) are illustrated in Figure 6. Three classifications of the federal government are chosen: Social Work, Economics and Sociology, Programme Administration. Within each classification, only the lowest and highest rank are listed in order to show change in basic criteria. From the diagram, the following general observations can be made: (1) each classification requires more specialized knowledge in the higher categories; (2) each classification requires increasing policy and administrative know-how in higher categories; (3) effectiveness is measured by human relations sensitivity and/or political awareness.

(a) Federal (Ottawa)

The federal ministries generally observe the job classifications outlined above but emphasis on specific classifications varies between ministries. Health and Welfare Canada, for example employs the largest number of "policy" people under the classification Program Administration, whereas Consumer and Corporate Affairs employs such people under Economics and Sociology. The following ministries employ social policy students under several job classifications: CMHC, Health and Welfare, Solicitor General, Consumer and Corporate Affairs. Other ministries place little value on policy students, preferring either appointment from within (Unemployment Insurance Commission) or backgrounds in specific disciplines (CIDA, DREE, Ministry of State for Urban Affairs).

(b) British Columbia (Victoria)

In British Columbia only three ministries replied to our request: Human Resources, Corrections and Health. In Human Resources, all policy-relevant jobs seem to be categorized under senior social work positions (SW 4-6) whereas in Corrections the same people are employed under the classification of Probation Officer (PO 3-6). In Health, such people would be employed as Social Workers (2-5) or Administrative Officers (1-5).

(c) Quebec (Québec)

We received replies from twelve Quebec ministries. Students of social policy are likely to be found in approximately seven job classifications, only one of which is properly entitled social work. In fact, of nine ministries for which we have full employment data, "social work" was numerically the least important classification for employment of policy students. In those ministries where social workers were likely to be found as administrators, planners, or policy analysts (i.e. social officers), they were more likely to be classified as researchers, planners, administrative assistants, or executives.

2. Skills

The type of skills required within the range of job classifications listed above varied by governmental programme as well as between governments. In general, though, the following observations

FIGURE 6

FEDERAL GOVERNMENT

JOB CLASSIFICATION SELECTION CRITERIA
AND RELATIONSHIP TO SOCIAL WORK ROLES

CLASSIFICATION CATEGORIES	BASIC REQUIREMENTS	KNOWLEDGE	ABILITIES	RELATIONSHIP TO ROLE DEFINITION
SW 1	Eligibility CASW	SW Methods SW Services SW Legislation and Policies	Major emphasis in this category is given to counselling or organizing skills. In addition candidate is expected to demonstrate ability to plan program and coordinate it with department; communicate orally and in writing with local groups; keep abreast of professional trends, work well with colleagues.	The Selection criteria correspond rather closely to the tasks and knowledge identified as essential to the roles of counsellor and community organizer. Policy knowledge is assumed in the classification but not given major emphasis.
SW 4,5,6	Above plus evidence in administration	Thorough knowledge of above	These levels have similar expectations to SW 1 but in addition, considerable emphasis is placed on awareness of legislation, ability to implement regulations, capacity to handle finance statements; also greater importance is placed on ability to explain government programmes to public.	Again the "policy" expectations correspond to the first two roles defined in the study. In fact, the fit is "tighter" than in SW 1 where policy is implied but made less explicit. This suggests the counsellors and organizers have need of policy studies in long run rather than short run. Experience is expected at this level.
ES 1	University graduation in appropriate social science discipline plus evidence of ability to analyse research data.	Theories and techniques in relevant discipline plus specific subject matter plus systems experience	Candidates must be able to demonstrate ability to adapt social science theories to area of study, apply analytic techniques (quantitative and qualitative), coordinate work with colleagues, and write reports of research findings.	Selection criteria correspond reasonably to the tasks and knowledge of "policy analyst" with major emphasis given to background in theoretical studies and analytic techniques.

cont'd

FIGURE 6
(Continued)

CLASSIFICATION CATEGORIES	BASIC REQUIREMENTS	KNOWLEDGE	ABILITIES	RELATIONSHIP TO ROLE DEFINITION
ES 5	Above plus previous expe-rience and initiative	Thorough know-ledge of above plus knowledge of public poli-cies and programmes	Abilities at this level indicate requirements similar to those outlined in ES 1 plus the following administrative expectations: Ability to organize research teams, plan departmental programmes, allocate resources, provide administrative advice, oversee budget, and communicate reports. Political acumen is also expected.	This category relates again to the policy analyst role as defined in the project. That is, in addition to theoretical and analytical knowledge, considerable expectations are placed on candidates to have a wide policy background as well (i.e. organizational studies, finance, legislation, government programmes). Considerable experience is also expected in this category.
PM 1	University gra-duation in Administration plus specia-lized trai-ning where appropriate	Relevant subject matter plus Policy and Re-gulations plus principles of administration	Major emphasis is placed on administrative knowledge including ability to work with staff; oversee manpower, financial and material requirements; deal with wide variety of problems and proposals; advise and counsel on administrative matters.	This classification corresponds reasonably well to the roles defined as "administrator" or "social developer" in the project. It is, in fact, difficult to distinguish between them. Administra-tive "know-how" is key to the criteria for the classification.
PM 7	Above plus extensive ex-perience in management or as consultant	Management concepts plus thorough know-ledge of above	Abilities required do not seem to vary subs-tantively from PM 1 but there is an expec-tation the candidate will have had considerable experience and in addition will be politically aware of the limits of the job.	Again this corresponds to the "social developer" or "administrator" role - the key difference being experience plus knowledge of politics

Source: Public Service Commission, Ottawa.

SELECTION STANDARDS
PUBLIC SERVICE COMMISSION

FIGURE 6
(Continued)

NORMES DE SÉLECTION
COMMISSION DE LA FONCTION PUBLIQUE

DS — Defence Scientific Service / Service Scientifique de la défense

A. EXECUTIVE CATEGORY / CATEGORIE DE LA DIRECTION

- SX — 1. Executive / *Direction*

B. SCIENTIFIC & PROFESSIONAL CATEGORY / CATEGORIE SCIENTIFIQUE ET PROF.

- AC — 2. Actuarial Science / *Actuariat*
- AG — 3. Agriculture / *Agriculture*
- AR — 4. Architecture & Town Planning / *Architecture et urbanisme*
- AU — 5. Auditing / *Vérification*
- BI — 6. Biological Science / *Sciences biologiques*
- CH — 7. Chemistry / *Chimie*
- DE — 8. Dentistry / *Art dentaire*
- ES — 9. Economics, Sociology & Statistics / *Économie, sociologie et statistique*
- ED — 10. Education / *Enseignement*
- EN — 11. Engineering & Land Survey / *Génie et arpentage*
- FO — 12. Forestry / *Sciences forestières*
- HR — 13. Historical Research / *Recherche historique*
- HE — 14. Home Economics / *Sciences domestiques*
- LA — 15. Law / *Droit*
- LS — 16. Library Science / *Bibliothéconomie*
- MA — 17. Mathematics / *Mathématiques*
- MD — 18. Medicine / *Médecine* — 62
- MT — 19. Meteorology / *Météorologie*
- NU — 20. Nursing / *Sciences infirmières*
- OP — 21. Occupational & Physical Therapy / *Ergothérapie et physiothérapie*
- PH — 22. Pharmacy / *Pharmacie*
- PC — 23. Physical Sciences / *Sciences physiques*
- PS — 24. Psychology / *Psychologie*
- SG — 25. Scientific Regulation / *Réglementation scientifique*
- SE — 26. Scientific Research / *Recherche scientifique*
- SW — 27. Social Work / *Service social*
- UT — 28. University Teaching / *Enseignement universitaire*
- VS — 29. Veterinary Science / *Médecine vétérinaire*

C. ADMINISTRATIVE & FOREIGN SERVICE CATEGORY / CATEGORIE DE L'ADMINISTRATION ET DU SERVICE EXTÉRIEUR

- AS — 30. Administrative Services / *Services administratifs*
- AT — 31. Administrative Trainee / *Stagiaire en administration*
- CS — 32. Computer Systems Administration / *Gestion des systèmes d'ordinateurs*
- FI — 33. Financial Administration / *Gestion des finances*
- IS — 34. Information Services / *Services d'information*
- OM — 35. Organization & Methods / *Organisation et méthodes*
- PE — 36. Personnel Administration / *Gestion du personnel*
- PM — 37. Programme Administration / *Administration des programmes*
- PG — 38. Purchasing and Supply / *Achat et approvisionnement*
- WP — 39. Welfare Programmes / *Programmes de bien-être social*
- CO — 40. Commerce / *Commerce*
- FS — 41. Foreign Service / Service Extérieur
- TR — 42. Translation / *Traduction*

D. TECHNICAL CATEGORY / CATEGORIE TECHNIQUE

- AO — 43. Aircraft Operations / *Navigation aérienne*
- AI — 44. Air Traffic Control / *Contrôle du trafic aérien*
- DD — 45. Drafting & Illustration / *Dessin et illustrations*
- EL — 46. Electronics / *Électronique*
- EG — 47. Engineering & Scientific Support / *Soutien technologique et scientifique*
- GT — 48. General Technical / *Techniciens divers*
- PY — 49. Photography / *Photographie*
- PI — 50. Primary Products Inspection / *Inspection des produits primaires*
- RO — 51. Radio Operations / *Radiotélégraphie*
- SO & SP — 52. Ships Officer & Ships Pilots / *Officiers de navire & Pilotes de navire*
- EU — 53. Educational Support / *Soutien de l'enseignement*
- SI — 54. Social Science Support / *Soutien des sciences sociales*
- TI — 55. Technical Inspection / *Inspection technique*

E. ADMINISTRATIVE SUPPORT CATEGORY / CATEGORIE DU SOUTIEN ADMINISTRATIF

- CM — 56. Communications / *Communications*
- DA — 57. Data Processing / *Traitement des données*
- CR — 58. Clerical & Regulatory / *Commis aux écritures et aux règlements*
- OE — 59. Office Equipment / *Mécanographie*
- ST — 60. Secretarial, Stenographic, Typing / *Secrétariat, sténographie, dactylographie*
- TE — 61. Telephone Operations / *Téléphonistes*

F. OPERATIONAL CATEGORY / F. CATEGORIE DE L'EXPLOITATION

- CX — 62. Correctional / *Services correctionnels*
- FR — 63. Firefighters / *Pompiers*
- GL — 64. General Labour & Trades / *Manoeuvres et hommes de métier* — 1958
- GS — 65. General Services / *Services divers*
- HP — 66. Heating, Power & Stationary Plant Ops. / *Chauffage, force motrice et opération de machines fixes*
- HS — 67. Hospital Services / *Services hospitaliers*
- LI — 68. Lightkeepers / *Gardiens de phare*
- PO — 69. Postal Operations / *Opérations postales* — Postal Supervisors — PO-SUP
- PR — 70. Printing Operations / *Services d'imprimerie* — Surveillant de la poste
- RV — 71. Revenue Postal Operations / *Opérations postales (petits bureaux)*
- SR — 72. Ship Repair / *Réparation des navires*
- SC — 73. Ships Crews / *Équipage de navires*

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can be made:

> In all job classifications, administrative and policy responsibilities increased with level of employment.
>
> Except for the classification of social work, educational background was less important than demonstrated ability to do the job required. Thus students of social policy from schools of social work would be in competition with other disciplines.
>
> Knowledge of human relations is one important skill that seems to cut across most job classifications.

(a) Federal

Figure 6 also illustrates the type of duties and skills expected of certain job classifications for the federal government. From this, it will be observed that skills required of most classifications correspond with specific roles identified by the project team. Thus, for example, the ES category, is very clearly the closest classification to what has been identified as a policy analyst. Similarly, the SW category includes approximately the counsellor/organizer roles and, in addition, at senior levels, some administration. The PM classification encompasses administration and social development.

(b) British Columbia

British Columbia job classifications are essentially service rather than policy oriented. This difference may be explained by the fact that the provinces, and not the federal government, are responsible for the direct development of services to the public. However, in the Department of Human Resources, higher levels of social work seem to correspond to the role of administrator or possibly policy analyst. To illustrate, SW 4 in the department assumes the following basic duties and skills.

> "Duties may include providing meaningful consultation on the programme to field service, to staffs of other department agencies, to other professional groups and to the general public; improving standards, developing and improving the programme; providing other related services as required".[13]

Skills include supervision of staff, coordination of district activities, group work, interpretation of departmental programmes and policies, analysis of reports, evaluation of programme effectiveness, staff management and development, and knowledge of PPBS.[14]

Job classifications senior to Social Work 4 concentrate more extensively on organization skills or management techniques, with the

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13. Public Service Commission, Victoria, B.C.

14. Public Service Commission, Victoria, B.C. and Study.

exception of research which corresponds with the policy analyst role, major emphasis being places on quantitative and analytical skills. In addition to social work, there is also a general administration classification; this includes primarily the role of administrator.

(c) Quebec

Duties and skills seem to vary from the experience in Ottawa and Victoria in that administrative responsibilities do not seem to be included in "non-administrative" classifications. Thus, for example, category III (Administrative assistant) seems to be the sector where most social work administrators are employed in the Ministry of Social Affairs (70 out of 177). Very few administrators are employed as social workers. The duties include extensive contact with the public, consultation with regional service staff, organization of programmes, evaluation of projects, as well as coordination of programmes and services within the ministry. As with federal classifications, political and financial know-how, as well as experience, are expected in advanced levels of such a classification.

3. Preferred Educational Backgrounds

The preferred education back-ground for job classifications varied, depending upon the type of duties expected and the ministry. With the exception of social work classification (as noted above), where students with a B.S.W. or M.S.W. were preferred, many jobs were not restricted to a particular discipline. On the other hand, as can be appreciated from Figure 7, economics and business management are often preferred over social work, particularly if organizational know-how or quantitative skills are required. This is not to imply that social policy students of social work schools are necessarily excluded from these jobs. Often they are not perceived as providing the requisite skills. Those preferences that are indicated as "other" by a ministry include candidates from (a) technical disciplines, (b) lawyers, (c) departmentally-trained persons (d) urban planners, or (e) journalists.

4. Employment

(a) Estimates and Trends

It was not possible to obtain estimates on the employment of social work graduates in the three government centres. There were two reasons for this. First, most social workers were not employed under the job classification "social work". For example, Health and Welfare Canada employs only 18 social workers under that classification but many more under Program Administration. A similar phenomenon (as we have noted) is also true of Quebec's Ministry of Social Affairs. Secondly, the data which were reported varied from ministry to ministry, thus making comparison impossible. Some ministries gave only estimates of head office classifications while others included jobs throughout a province or the country. Also some ministries estimated only those positions for which social workers might be qualified while others gave data on all positions. However, one government centre where it was possible to obtain comparable information for job classifications in

FIGURE 7

PREFERRED BACKGROUND FOR ADMINISTRATIVE/POLICY POSITIONS FEDERAL/PROVINCIAL MINISTRIES

MINISTRY	SOCIAL WORK	ECONOMICS	BUSINESS MANAGEMENT	PUBLIC ASMINISTRATION	OTHER
Federal					
CIDA		X	X		X
CMHC	X	X	X		X
Consumer and Corporate Affairs		X	X		
Health and Welfare	X	X			X
Manpower and Immigration		X	X		X
Urban Affairs		X	X		
Solicitor General	X				X
Unemployment Insurance Commission					X
Quebec					
Social Affairs	X	X	X	X	
Labour (Manpower)					X
Finance				X	X
Municipal Affairs		X		X	X
Regional Planning (OPDQ)					X
Immigration		X			X
Education	X				X
Cultural Affairs					X
Agriculture					X
Communications					X
Justice	X				X
British Columbia					
Human Resources	X				
Corrections	X				X
Health					X

"Other" includes technical professions, urban planning, internal candidates, lawyers, and journalists.

nine ministries was Quebec. The results of this are shown in Figure 8. From this, it can be seen, for example, that only 10 jobs are classified (Class 126) as social work for the ministries reporting, whereas 479 were administration (Class 111), 212 were research and policy planning (Class 105), and 272 were senior executives (Classes 620, 621). While some of the classifications are clearly appropriate for clinically-trained personnel, others, one may presume, could readily employ policy practitioners, whether social workers or not.

As to trends, a common message prevails throughout most ministries at the federal or provincial levels, namely, that little expansion of existing positions is foreseen in the immediate future. Only Health and Welfare Canada and CMHC in the federal government suggested that demand will likely increase for social policy graduates in the future. In Quebec, there will also be continued demand for such graduates in the new network of social service centres being established throughout the province but not in the central office of the Ministry or Social Affairs. Aside from these exceptions, it appears that most ministries expect limited growth in positions requiring policy graduates though there will be job openings due to turnover of personnel.

(b) General Comments

In the course of interviews with government officials, certain general attitudes about social work education and policy jobs were made which we think worthwhile noting.

First, it was very clear that the government officials contacted had reservations about the capacity of social work graduates to assume administrative, planning, or policy functions. This reservation seemed to be based on no preconceived notion about social work education but primarily on their observation that graduates of other disciplines (business administration, economics, and law in particular) were more interested in and more qualified to do the job required.

Secondly, even if social workers were interested in and qualified to do a job, it was acknowledged that older established professions (i.e. law) would frequently be given preference over social work partly because more prestige was associated with them. Thus the social work graduate in policy studies is likely to face stiff competition even when educational background is adequate.

Thirdly, it appears that over and above questions of qualifications and prestige, there is also an anti-social-work attitude in some ministries. This attitude was particularly prevalent in Quebec and British Columbia, less so in Ottawa. Moreover, while the basis of the attitude is difficult to determine exactly, two factors seem to account for it: (1) social workers were perceived as having an ideological bias (i.e. radical) or methodological bias (i.e. community organization) which was considered inappropriate for a government job; (2) even when these factors were not significant, there was a sense that social workers are "ineffective" in their work.

FIGURE 8

Employment Estimates By Job Classification
Nine Ministries - Quebec

Job Classification * / MINISTRIES OR SERVICES	100	104	105	107	108	111	126	202	203	206	207	238	260	264	277	620	621	TOTAL
Social Affairs	47	23	115	-	134	177	6	940	1	113	-	-	-	61	-	73	62	1752
Immigration	4	5	11	-	3	25	-	1	6	-	-	-	-	3	-	11	8	77
Minimum Wage Commission (Ministry of Labour)	-	-	2	-	-	11	-	1	-	-	-	123	-	6	-	2	2	147
Workmen's Compensation	8	8	4	-	33	40	4	-	23	-	132	-	-	34	-	21	7	314
Office of Planning and Development	1	3	45	-	-	6	-	-	-	-	-	-	-	4	-	22	10	91
Consumer Affairs	0	2	5	-	-	10	-	-	-	-	-	-	-	-	-	1	2	20
Quebec Housing Corporation (Municipal Affairs)	-	1	11	-	5	44	-	-		-	-	-	-	2	-	11	5	79
Adult Education (Ministry of Education)	1	1	10	-	2	4	-	-	-	-	-	-	-	6	-	8	8	40
Ministry of Labour	4	1	9	-	-	162	-	-	255	-	-	-	-	12	-	2	17	462
TOTAL	65	44	212	-	177	479	10	942	285	113	132	123	-	128	-	151	121	2982

* Definitions corresponding to job classifications numbers appear on p. (64)

DEFINITION DES NUMEROS DE CORPS D'EMPLOI
MENTIONNES DANS LE TABLEAU CI-JOINT

100- Agent de la gestion du personnel

104- Agent d'information

105- Agent de recherche et de planification socio-économique

107- Agent culturel

108- Analyste de l'informatique et des procédés administratifs

111- Attaché d'administration

126- Travailleur social

202- Agent de l'aide sociale

203- Agent de la main-d'oeuvre

206- Agent de probation

207- Agent de réclamation en accidents du travail

238- Inspecteur-enquêteur à la Commission du salaire minimum

260- Technicien de la réadaptation sociale

264- Technicien en administration

277- Enquêteur sur les relations du travail

620- Cadres supérieurs

621- Adjoints aux cadres supérieurs

Québec, le 31 mars 1976

Fourthly, it seems that while social work graduates are not strongly identified with the roles of administrator, planner or analyst for reasons just given, they are, in addition, increasingly facing competition in those roles where they have been "traditionally" established -- counsellor and community organizer. Thus, for example, junior colleges or CEGEP graduates frequently assume responsibility as case aides, which puts them into competition with BSW graduates. In Quebec, 942 case aide jobs are shown as against 10 social work jobs. Also there seems to be a decreasing demand for community organizers in all three government centres contracted, though it is difficult to determine whether this is a short-term measure due to fiscal restraint or long-term reaction to the contradiction inherent in government-sponsored community organization.

Conclusions

The occupational outlook for students of social work with training in social policy studies may be summarized in the following way:

1. A limited knowledge of policy and administrative studies seems essential for most government positions. The importance of these studies increases with promotion in each job classification.

2. Most social workers employed in administrative or policy positions are not usually classified as social workers. This means, in effect, that such positions are not limited to one profession and therefore social workers are in competition with others for comparable jobs.

3. While social workers are technically eligible to apply for administrative and policy positions in ministries other than traditional social work settings, they are frequently not perceived as having the "right mix" of qualifications. Furthermore, even if they have the right mix, established professions such as law or economics are likely to be given preference. This suggests, in effect, that social work still has to prove itself in administrative and policy roles.

4. The policy analyst role, technically speaking, is most likely to be occupied by economists or sociologists. Again, social workers are not excluded from this classification if they have the requisite theoretical and analytical skills, but frequently they are not perceived as having basic requirements.

5. Finally, it should be noted that social workers have a somewhat negative image in some ministries. Thus, in addition to having to compete at the level of skills, and offset the disadvantage of not being a prestige profession, the policy graduate of a social work programme may have to justify an ideological or value stance.

ANNEX A

ANNEX A

Currilulum Content, by Role

Counsellor Role

Knowledge

Substantive Policy Area (such as income, health, housing, child welfare)

History
- a) forces leading to current policy: values, beliefs, population and technological change, political and economic processes
- b) earlier policy expressions directed to meeting problems, needs in this area
- c) development of phases, trends, directions, outcomes of policy

Current Policy
- a) legislation in Canadian jurisdictions
- b) informal expressions of policy at regional and organizational levels; processes of conversion at different levels
- c) comparative alternatives; actual or potential
- d) policy targets: characteristics of target populations, target problems

Social Welfare Studies
- a) general social needs in modern societies
- b) structures and processes of Canadian governments and welfare systems
- c) Interpretations of social welfare functions in society
- d) the social work profession: history and functions
- e) approaches to evaluation of welfare programmes, including assessment of costs, benefits

Applications in Practice (at least one substantive field)
- a) effects of policy on conditions and behaviour of target populations
- b) structural, organizational effects of policy

c) effects on professional social work theory and practice

d) policy and structures of service as objects of intervention

Analytic Skills

Common to all Roles

Ability to:

a) identify, define, select, assemble, and interpret data

b) explicate values and modify own approaches to data as required

c) identify and evaluate components of policy in substantive areas

d) assess trends: speed, direction and dynamics

Counsellor Role

Ability to:

a) interpret the value choices implicit in particular definitions of social problems, social classification

b) identify and evaluate policy in a given substantive area

c) assess trends of policy in respect to particular client populations and service structures

d) identify and evaluate the effect of policy on and in the process of allocation of rights, statuses and roles in institutional, professional, and client sectors

e) identify and evaluate functions of welfare service system components

f) understand and evaluate the effects of formal and informal organizational structures and functions on service methods and client

g) understand the assumptions, politics, uses, implications of evaluative research

Interventive Skills

Ability to: a) apply appropriate skills in interpersonal relationship to influence policy and modify agency administrative practices

With the client:

b) enable client system to identify and articulate needs

c) advise client system on election of alternatives

d) support client system negotiation of service system

With the system:

e) support, help to generate a planning climate favourable to the client

f) develop collaborative or conflict processes to support institutional change

Community Organizer Role

Knowledge

Substantive Policy Area (such as income, health, housing, child welfare)

History

a) forces leading to current policy: values, beliefs, population and technological change, political and economic processes

b) earlier policy expressions directed to meeting problems, needs in this area

c) development of phases, trends, directions, outcome of policy

Current Policy

a) legislation in Canadian jurisdictions

b) informal expressions of policy at regional and organizational levels; processes of conversion at different levels

c) comparative alternatives; actual or potential

d) policy targets: characteristics of target populations, target problems

Social Welfare Studies

a) general social needs in modern societies

b) structures and processes of Canadian governments and welfare systems

c) interpretations of social welfare functions in society

d) the social work profession: history and functions

e) approaches to evaluation of welfare programmes, including assessment of costs, benefits

Knowledge of political systems

a) inter-governmental relations and political dilemmas

b) nature, sources, and structures of power; allocation processes in formal organizations and political structures.

c) uses, processes of power in informal groupings and inter-personal relations at the community level based on territory, ideology, ethnicity, socio-economic factors

Knowledge of economic, physical, demographic characteristics of communities, and policy goals in these areas

Applications in Practice (at least one substantive field)

a) effects of policy on conditions and behaviour of target populations

b) structural, organizational effects of policy

c) effects on professional social work theory and practice

d) policy and structures of service as objects of intervention

e) effects of policy on practice with community groups and neighbourhood organizations as the client system, and methods of assisting communities in policy change

Analytic Skills

Identification and evaluation of effects of policy on and within community systems, and of community effects on policy controlled outside the community

Ability to:

a) interpret the value choices implicit in particular definitions of social problems, social classification

b) identify and evaluate policy in a given substantive area

c) assess trends of policy in respect to particular client populations and service structures

d) identify and evaluate the effect of policy on and in the process of allocation of rights, statuses and roles in institutional, professional, and client sectors

e) idenfify and evaluate functions of welfare service system components

f) understand and evaluate the effects of formal and informal organizational structures and functions on service methods and client

g) understand the assumptions, politics, uses, implications of evaluative research

h) apply analytically factors detailed in knowledge area above

i) analyze implications of consumer participation and control

j) evaluate the impact of public media on policy implementation and outcome

Interventive Skills

Ability to generate forces within community to develop, modify, or implement policy

a) enable organizations, groups and individuals to identify and articulate needs

b) help client system to understand policy effects, and to formulate alternative interventive strategies

c) support client system in interventive strategies relative to institutions or governments whose programmes and policies have impact at community, institutional or regional levels

d) facilitate communication among groups to influence direction and content of policy

Administrator Role

Knowledge

Substantive Policy Area (such as income, health, housing, child welfare)

History a) forces leading to current policy: values, beliefs, population and technological change, political and economic processes

b) earlier policy expressions directed to meeting problems needs in this area

c) development of phases, trends, directions, outcomes of policy

Current Policy

a) legislation in Canadian jurisdictions

b) informal expressions of policy at regional and organizational levels; processes of conversion at different levels

c) comparative alternatives; actual or potential

d) policy targets: characteristics of target populations, target problems

Social Welfare Studies

a) general social needs in modern societies

b) structures and processes of Canadian governments and welfare systems

c) interpretations of social welfare functions in society

d) the social work profession: history and functions

e) approaches to evaluation of welfare programmes, including assessment of costs, benefits

Knowledge of economic, physical, demographic characteristics of communities, and policy goals in these areas

Applications in Practice (at least one substantive field)

a) effects of policy on conditions and behaviour of target populations

b) structural, organizational effects of policy

c) effects on professional social work theory and practice

d) policy and structures of service as objects of intervention

e) effects of policy on practice with community groups and neighbourhood organizations as the client system, and methods of assisting communities in policy change

Organization studies: factors related to policy-making process

a) approaches to organizational classification

b) alternative management models: issues of structure, communication, control, and goal setting

c) policy evaluation; concepts and techniques of measurement of efficiency, effectiveness, outcomes

d) use of human resources; roles of all system participants

e) use of financial, physical resources, budgeting

Effects of organizational functions on client systems, relative to policy goals

Analytic Skills

Identification and evaluation of effects of policy on and within community systems, and of community effects on policy controlled outside the community

Ability to:

a) interpret the value choices implicit in particular definitions of social problems, social classification

b) identify and evaluate policy in a given substantive area

c) assess trends of policy in respect to particular client populations and service structures

d) identify and evaluate the effect of policy on and in the process of allocation of rights, statuses and roles in institutional, professional, and client sectors

e) identify and evaluate functions of welfare service system components

f) understand and evaluate the effects of formal and informal organizational structures and functions on service methods and client

g) understand the assumptions, politics, uses, implications of evaluative research

h) apply analytically factors detailed in knowledge area above

i) analyze implications of consumer participation and control

j) evaluate the impact of public media on policy implementation and outcome

Interventive skills

Ability to generate forces within community and organization to develop, modify, or implement policy

a) enables organizations, groups and individuals to identify and articulate needs

b) helps client system to understand policy effects, and to formulate alternative interventive strategies

c) supports client system in interventive strategies relative to institutions or governments whose programmes and policies have impact at community, institutional or regional levels

d) facilitates communication among groups to influence direction and content of policy

Social Developer Role

Knowledge

Substantive Policy Area (such as income, health, housing, child welfare)

History

a) forces leading to current policy: values, beliefs, population and technological change, political and economic processes

b) earlier policy expressions directed to meeting problems, needs in this area

c) development of phases, trends, directions, outcomes of policy

Current Policy

a) legislation in Canadian jurisdictions

b) informal expressions of policy at regional and organizational levels; processes of conversion at different levels

c) comparative alternatives; actual or potential

d) policy targets: characteristics of target populations, target problems

Social Welfare Studies

a) general social needs in modern societies

b) structures and processes of Canadian governments and welfare systems

c) interpretations of social welfare functions in society

d) the social work profession: history and functions

e) approaches to evaluation of welfare programmes, including assessment of costs, benefits

Knowledge of economic, physical, demographic characteristics of communities, and policy goals in these areas

Applications in Practice (at least one substantive field)

a) effects of policy on conditions and behaviour of target populations

b) structural, organizational effects of policy

c) effects on professional social work theory and practice

d) policy and structures of service as objects of intervention

e) effects of policy on practice with community groups and neighbourhood organizations as the client system, and methods of assisting communities in policy change

Organization studies: factors related to policy-making process

a) approaches to organizational classification

b) alternative management models: issues of structure, communication, control, and goal setting

c) policy evaluation; concepts and techniques of measurement of efficiency, effectiveness, outcomes

d) use of human resources; roles of all system participants

e) use of financial, physical resources, budgeting

Effects of organizational functions on client systems, relative to policy goals

Regional economics

a) fiscal and monetary policies

b) regional development

c) income determination

d) economic growth

e) employment

f) production and productivity

Analytic skills

Identification and evaluation of effects of policy on and within community and regional systems, and of community and regional effects on policy controlled outside the community

Ability to:

a) interpret the value choices implicit in particular definitions of social problems, social classification

b) identify and evaluate policy in a given substantive area

c) assess trends of policy in respect to particular client populations and service structures

d) identify and evaluate the effect of policy on and in the process of allocation of rights, statuses and roles in institutional, professional, and client sectors

e) identify and evaluate functions of welfare service system components

f) understand and evaluate the effects of formal and informal organizational structures and functions on service methods and client

g) understand the assumptions, politics, uses, implications of evaluative research

h) apply analytically factors detailed in knowledge area above

i) analyze implications of consumer participation and control

j) evaluate the impact of public media on policy implementation and outcome

k) understanding of comparative planning theories and their implications

Interventive Skills

Ability to generate forces within region, community and organizations to develop, modify, or implement policy

a) enables organizations, groups and individuals to identify and articulate needs

b) helps client system to understand policy effects, and to formulate alternative interventive strategies

c) supports client system in interventive strategies relative to institutions or governments whose programmes and policies have impact at community, institutional or regional levels

d) facilitates communication among groups to influence direction and content of policy

e) support, help to generate a planning climate favourable to the client

f) develop collaborative or conflict processes to support institutional change

g) designs, implements, analyzes and reports on research necessary to develop, modify, or implement policy

Policy Analyst Role

Knowledge

Substantive Policy Area (such as income, health, housing, child welfare)

History

a) forces leading to current policy: values, beliefs, population and technological change, political and economic processes

b) earlier policy expressions directed to meeting problems, needs in this area

c) development of phases, trends, directions, outcomes of policy

Current Policy

a) legislation in Canadian jurisdictions

b) informal expressions of policy at regional and organizational levels; processes of conversion at different levels

c) comparative alternatives; actual or potential

d) policy targets: characteristics of target populations, target problems

Social Welfare Studies

a) general social needs in modern societies

b) structures and processes of Canadian governments and welfare systems

c) interpretations of social welfare functions in society

d) the social work profession: history and functions

e) approaches to evaluation of welfare programmes, including assessment of costs, benefits.

Knowledge of economic, physical, demographic characteristics of communities, and policy goals in these areas

Applications in Practice (at least one substantive field)

a) effects of policy on conditions and behaviour of target populations

b) structural, organizational effects of policy

c) effects on professional social work theory and practice

d) policy and structures of service as objects of intervention

e) effects of policy on practice with community groups and neighbourhood organizations as the client system, and methods of assisting communities in policy change

Organization studies: factors related to policy-making process

a) approaches to organizational classification

b) alternative management models: issues of structure, communication, control, and goal setting

c) policy evaluation; concepts and techniques of measurement of efficiency, effectiveness, outcomes

d) use of human resources; roles of all system participants

e) use of financial, physical resourses, budgeting

Effects of organizational functions on client systems, relative to policy goals

Regional economics

a) fiscal and monetary policies

b) regional development

c) income determination

d) economic growth

e) employment

f) production and productivity

Analytic Skills

Identification and evaluation of effects of policy on and within community and regional systems, and of community and regional effects on policy controlled outside the community

Ability to:

a) interpret the value choices implicit in particular definitions of social problems, social classification

b) identify and evaluate policy in a given substantive area

c) assess trends of policy in respect to particular client populations and service structures

d) identify and evaluate the effect of policy on and in the process of allocation of rights, statuses and roles in institutional, professional, and client sectors

e) identify and evaluate functions of welfare service system components

f) understand and evaluate the effects of formal and informal organizational structures and functions on service methods and client

g) understand the assumptions, politics, uses, implications of evaluative research

h) apply analytically factors detailed in knowledge area above

i) analyze implications of consumer participation and control

j) evaluate the impact of public media on policy implementation and outcome

k) understanding of comparative planning theories and their implications

l) understanding of political dynamics: alternatives organizational systems

m) understanding of quantitative methods

Interventive Skills

Ability to generate forces within region, community, and organizations and larger societal systems to develop, modify, or implement policy

a) enables organizations, groups and individuals to identify and articulate needs

b) helps client system to understand policy effects, and to formulate alternative interventive strategies

c) supports client system in interventive strategies relative to institutions or governments whose programmes and policies have impact at community, institutional or regional levels

d) facilitates communication among groups to influence direction and content of policy

e) support, help to generate a planning climate favourable to the client

f) develop collaborative or conflict processes to support institutional change

g) designs, implements, analyzes and reports on research necessary to develop, modify, or implement policy

h) use quantitative/qualitative technical research and analysis processes to determine policy options